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ACRONYMS USED IN THIS REPORT

ADPR	Accelerated Day Parole Review
AFPR	Accelerated Full Parole Review
APR	Accelerated Parole Review
APRI	Accelerated Parole Review - Initial
CAPS	Computer Assisted Pardon System
CCRA	Corrections and Conditional Release Act
CSC	Correctional Service of Canada
DP	Day Parole
EIS	Executive Information System
ETA	Escorted Temporary Absence
FP	Full Parole
FPED	Full Parole Eligibility Date
NPB	National Parole Board
OMS	Offender Management System
PADS	Pardon Application Decision System
SIRS	Statistical Information Retrieval System
SR	Statutory Release
SRED	Statutory Release Eligibility Date
TA	Temporary Absence
TBS	Treasury Board Secretariat
UAL	Unlawfully-at-Large
UTA	Unescorted Temporary Absence
WED	Warrant Expiry Date

Executive Summary

This section provides a summary on the performance of the National Parole Board's Conditional Release and Pardons and Clemency programs for 1998/99.

CONDITIONAL RELEASE

Offender Population Trends

The federal conditional release population increased by 5.0% in 1998/99 (⇧433 to 9,016), while the federal incarcerated offender population continued to decline, dropping 2.4% (⇩318 to 13,081). The total federal offender population increased by 0.5% in 1998/99 (⇧115 to 22,097).

Aboriginal over-representation in the federal offender population continued to increase in 1998/99. Aboriginal offenders represented 14.4% of the total federal offender population in 1998/99 (up from 13.5% in 1997/98), while their proportion of the Canadian adult population in the 1996 census was 2%. Aboriginal offenders also continue to be far more likely to be incarcerated than on conditional release. Aboriginal offenders accounted for 17.0% of the incarcerated population in 1998/99 compared to 10.5% of the conditional release population.

Females remain extremely under-represented in the federal offender population; however, their proportion is increasing. The proportion of female federal offenders has increased to 3.7% in 1998/99 (826) from 2.8% in 1994/95 (626). The female federal conditional release population increased to 5.3% (475) in 1998/99 from 3.9% (333) in 1994/95, while the incarcerated population increased to 2.7% (351) from 2.1% (293).

Conditional Release Population:

The federal day parole population increased by 13.7% in 1998/99 (⇧188 to 1562) and has increased by 63% since 1996/97. The increase in the day parole population over the last 2 years is primarily a result of the introduction of the accelerated day parole review provisions in Bill C-55, which came into effect in July 1997. The federal full parole population increased by 5.6% in 1998/99 (⇧251 to 4,755), its first increase since 1993/94, while the statutory release population remained stable at 2,699 (⇩6 from 2,705 in 1997/98).

Aboriginal offenders continued to be under-represented in the federal day and full parole population and over-represented in the statutory release population. Aboriginal offenders comprised 14.4% of total federal offender population in 1998/99 compared to:

- 13.1% of the federal day parole population (⇧1% from 1997/98);
- 6.4% of the federal full parole population (⇧0.5% from 1997/98); and,
- 16.2% of the statutory release population (unchanged from 1997/98).

Female offenders continued to be extremely over-represented in the federal day and full parole populations and under-represented in the statutory release population in 1998/99. Female offenders comprised 3.7% of the total federal offender population in 1998/99, compared to:

- 6.2% of the federal day parole population (⇧0.9% from 1997/98);
- 7.0% of federal full parole population (unchanged from 1997/98);
- 1.7% of the statutory release population (⇧0.3% from 1997/98)

Admissions and Releases:

Total admissions to federal institutions decreased by 0.7% in 1998/99 (⇩57 to 7,808). The decrease in admissions is a result of an 8% drop in revocation admissions in 1998/99 (⇩280 to 3030), while warrant of committal admissions increased by 5% (⇧239 to 4649).

Total releases from federal institutions decreased by 6% in 1998/99 (⇩486 to 8006). There was 7% increase by in the number of offenders released on day parole in 1998/99 (⇧196 to 2812), but all other types of release decreased. Released on full parole dropped 30% (⇩175 to 399), statutory releases decreased by 10% (⇩426 to 4430) and the number of offenders released from federal institutions at warrant expiry dropped 22% (⇩81 to 365). However, the number of offenders graduating from day parole to full parole increased by 30% in 1998/99 (⇧349 to 1511 from 1162 in 1997/98) and has increased by 68% over the last 2 years. This is primarily a result of the implementation of Bill C-55, which reinstated automatic day parole review and day parole eligibility at 1/6 of sentence for offenders meeting the accelerated parole review (APR) criteria. Directed day parolees accounted for 34% of all day parole releases in 1997/98 and 1998/99.

DECISION TRENDS

Reviews:

The number of temporary absence reviews conducted by the Board increased by 12% in 1998/99 (to 1169) and they have increased by 27% over the last 2 years.

Federal day parole reviews increased by 1% in 1998/99 (⇧43 to 5112), after increasing by 24% in 1997/98 (⇧986), and federal full parole reviews increased by 3% (to 4,851).

Timing of First Parole Release in Sentence:

The average proportion of sentence served before first federal day parole release dropped 2% in 1998/99 (to 32%), and has now dropped 6% since 1996/97. The return of automatic day parole review and the reinstallation of day parole eligibility at 1/6 of the sentence for APR eligible offenders are given most of the credit for this change.

There has been very little change in the average proportion of sentence served prior to first federal full parole release since 1994/95. The national average has been between 39% and 41% during each of the last 5 years.

Aboriginal offenders served an average of 6% more of their sentence prior to first federal day parole release than non-Aboriginal offenders over the last 5 years (40% compared to 34%) and 3% more of their sentence prior to first federal full parole release (42% compared to 39%). This is probably at least partially due to the fact that Aboriginal offender tend to have more violent offence histories.

Female offenders served an average of 8% less of their sentence before first federal day parole release than male offenders over the last 5 years (27% to 35%) and 3% less of their sentence prior to first federal full parole release (37% compared to 40%).

Grant Rates:

The grant rate for unescorted temporary absences increased by 1% to 66% in 1998/99, while the rate for escorted temporary absences decreased by 1% to 83%.

The federal day parole grant rate increased by 2% in 1998/99 to 74%, its highest level in more than a decade. The federal grant rate for accelerated day parole remained at 81% in 1998/99 while the regular day parole grant rate increased by 3% (to 72%).

The federal full parole grant rate reached 44% in 1998/99 (⇧2%), its highest level in over 10 years.

The provincial day and full parole grant rates were both up significantly in 1998/99. The provincial day parole grant rate increased by 23% in 1998/99 (to 64%), while the full parole grant rate increased by 18% and reached its highest rate in the last 5 years (62%).

Comparison between Aboriginal and non-Aboriginal offenders over the last 5 years shows that Aboriginal offenders were:

- 7% more likely to be granted an unescorted temporary absence; but,
- 4% less likely to be granted federal day parole;
- 5% less likely to be granted provincial day parole;
- 13% less likely to be granted federal full parole; and,
- 21% less likely to be granted provincial full parole.

Comparison between male and female offenders over the last 5 years shows that female offenders were:

- 12% more likely to be granted an unescorted temporary absence;
- 14% more likely to be granted federal day parole;
- 16% more likely to be granted provincial day parole;
- 29% more likely to be granted federal full parole; and,
- 10% more likely to be granted provincial full parole.

Residency Conditions:

The number of pre-release residency conditions imposed on all full parole cases dropped 26% in 1998/99 (⇩107 to 302) and has now dropped 40% in the last 3 years. Over 88% of all residency conditions imposed on full parole pre-release decisions during the last 5 years were on accelerated parole review cases, while APR cases accounted for just 25% of all federal full parole reviews. Residency conditions were imposed on 31% of all full parole APR releases over the last 5 years, compared with 5% of regular full parole releases. This would seem to indicate that Board members often feel that offenders released on full parole based on the APR criteria are not ready to fully return to the community.

The number of residency conditions imposed prior to statutory release dropped 14% in 1998/99 (⇩145 to 884 from 1029 in 1997/98) while the number of residency conditions imposed post-release dropped 43% (⇩9 to 12 from 21 in 1997/98). 20% of the 4430 offenders released on statutory release in 1998/99 had a residency condition imposed. This is down slightly from 21% in 1997/98 but up from 17% in 1996/97.

Aboriginal offenders accounted for 29% of all pre-release decisions to impose residency conditions on statutory release in 1998/99 (253 of 884) compared to their 16% proportion of the total SR population.

Detention:

The number of referrals for detention decreased by 24% in 1998/99 (⇩79 to 256) and the detention referral rate declined by 1% in 1998/99 to 5.5%, its the lowest rate since 1989/90.

The number of offenders detained decreased by 25% in 1998/99 (⇩79 to 233) and the detention rate decreased by 2% (to 91%). The number of offenders detained has declined by 52% in the last 3 years (⇩251 from 484 in 1995/96).

Aboriginal offenders accounted for 30% of all offenders referred for detention and 32% of offenders detained in 1998/99, compared to their 14.4% proportion of the total federal offender population. The Aboriginal detention rate increased by 7% (to 96%) in 1998/99 while the non-Aboriginal detention rate dropped 5% (to 89%).

Appeal Decisions:

The Board received 413 federal applications for appeal and 11 provincial applications in 1998/99 and the Appeal Division rendered 503 decisions (487 federal and 16 provincial). The initial decision was affirmed in 93% of federal appeal cases processed in 1998/99 (up from 90% in 1997/98) while the initial decision was altered or a new review was ordered in 7% of the federal cases processed and 1 of the 16 provincial cases processed.

PERFORMANCE INDICATORS FOR OFFENDERS ON CONDITIONAL RELEASE

Time Under Supervision:

The average supervision period for all federal full parole completions during the last 5 years was almost 4 times longer than offenders on statutory release, and 5½ times longer than day parolees. Over the last 5 years federal full parolees serving determinate sentences spent an average of 24.2 months in the community before their supervision period ended, while offenders on statutory release averaged 6.2 months and day parolees averaged 4.4 months.

Charges for Serious Offences:

There were 165 serious offence charges against offenders on conditional release in 1998/99 while the proportion of charges for serious offences to average supervised offender population reached 2.0% in 1998/99, its lowest level in at least 9 years

Offenders on statutory release continue to be far more likely to be charged with a serious offence than day or full parolees. Over the last 4 years offenders on statutory release were over 5 times more likely to be charged with a serious offence than full parolees and about 3½ times more likely than offenders on day parole. Offenders on statutory release have been charged with an average of 49.5 offences per 1000 offenders on statutory release since 1995/96 while full parolees have averaged 9.5 per 1000 full parolees, and day parole has averaged 14.5 per 1000 day parolees.

Over the last 4 years Aboriginal offenders have been 3 times more likely to be charged with a serious offence while on day and full parole than non-Aboriginal offenders, and 2½ times more likely to be charged with a serious charge while on statutory release.

Outcome Rates for Conditional Release:

The day parole program has had significantly higher successful completion rates (between 77.5% and 83.5%) than full parole (63.2% to 72.3%) or statutory release (56.7% to 60.5%) during each of the last 5 years. The day parole successful completion rate increased by 1.0% in 1998/99 to 83.5%, while the rate of revocation for breach of conditions decreased by 1.6% to 10.5% and the recidivism rate increased by 0.7% to 6.1%

The federal full parole successful completion rate for offenders serving determinate sentences rose to 72.3% in 1998/99 (⇧4.3%) while revocations for breach of conditions decreased to

14.4% (⇩3.2%) and the recidivism rate decreased to 13.2% (⇩1.2%). The successful completion rate for regular federal full parole was 78.0% in 1998/99, while the APR full parole successful completion rate was 67.8%.

The statutory release successful completion rate increased to 60.5% in 1998/99 (⇧3.8%) while revocations for breach of conditions decreased to 25.6% (⇩4.6%) and recidivism increased to 14.0% (⇧0.6%).

Offenders serving sentences for non-scheduled offences were far less likely to successfully complete their day or full parole supervision period than any other offence type in 1998/99. The successful completion rate for non-scheduled offenders on day parole was 70.1%, compared to the 83.5% average, while their rate on full parole was 53.6%, compared to the 72.3% average.

Comparison between the outcome rates for Aboriginal and non-Aboriginal offenders on conditional release over the last 2 years shows that Aboriginal offenders were:

- 11.8% less likely to successfully complete federal day parole (72.7% compared to 84.5%) and 4.2% more likely to recidivate (9.4% compared to 5.2%);
- 23.0% less likely to successfully complete determinate sentences on federal full parole (48.8% compared to 71.8%) and 12.9% more likely to recidivate (25.8% compared to 12.9%); and,
- 7.8% less likely to successfully complete statutory release (52.1% compared to 59.9%) and 1.6% more likely to recidivate (15.0% compared to 13.4%).

Comparison between the outcome rates for female and male offenders on conditional release over the last 2 years shows that female offenders were:

- 1.7% more likely to successfully complete federal day parole (84.6% compared to 82.9%) and 1.4% less likely to recidivate (4.4% compared to 5.8%);
- 6.5% more likely to successfully complete determinate sentences on federal full parole (76.1% compared to 69.6%) and 4.3% less likely to recidivate (9.8% compared to 14.1%); and,
- 5.7% more likely to successfully complete statutory release (64.1% compared to 58.4%) and 2.9% less likely to recidivate (10.8% compared to 13.7%).

Post-Warrant Expiry Recidivism:

Offenders reaching warrant expiry on statutory release are 3 to 4 times more likely to be re-admitted to a federal institution than offenders released on full parole. Offenders released on full parole in 1987/88 had a post-warrant expiry re-admission rate of 14% compared to 37% for offenders released on statutory release. As well, offenders released on full parole since 1996/97 have had a post-WED re-admission rate of less than 1% compared to statutory release which has ranged from 5% to 14% during this period. This shows that offenders released to SR are more likely to re-offend and they re-offend and return to federal institutions more quickly.

INFORMATION AND SERVICE TO VICTIMS AND THE PUBLIC

The National Parole Board had contacts with 9,883 victims in 1998/99 (⇧23%) while the number of observers at hearings increased by 8% (to 986) and the number of hearings with observers increased by 24% (to 459).

The number of requests for decisions increased by 18% in 1998/99 (to 1144) and the number of decisions sent rose by 37% (to 2994), the highest one-year totals since the CCRA came into force in November 1992.

PARDONS AND CLEMENCY

PARDON DECISIONS

The number of pardon applications received increased by 5% in 1998/99 (to 22,157) while the number of applications accepted increased by 42% (to 12,192) and the proportion of applications accepted to applications received increased to 55% (⇧14%).

The number of pardons that were revoked by the Board and that ceased to exist both increased slightly in 1998/99 (revoked ⇧8 to 409 and ceased to exist ⇧10 to 275). However, the number of pardons that ceased to exist is down 64% (⇩499) from its 1996/97 high of 774. The cumulative pardon revocation/cessation rate increased slightly in 1998/99 (to 2.80%).

The average processing time for pardon applications reached 11 months in 1998/99, up from 6 months in 1997/98.

CLEMENCY RECOMMENDATIONS

The clemency program received 44 requests in 1998/99 and granted clemency in 14 cases.

1. INTRODUCTION

This report provides multi-year performance information, with an emphasis on fiscal year 1998-1999, for the three business lines of the National Parole Board:

- Conditional Release;
- Pardons and Clemency; and
- Corporate Management.

The Government of Canada operates on a fiscal year basis, which runs from April 1 to March 31, and, unless otherwise stated, the information in this document is reported on this basis. As well, in cases where offender populations are reported by fiscal years, they present figures at fiscal year-end March 31.

2. THE OPERATING ENVIRONMENT OF THE BOARD

The Board delivers its business line programs in a dynamic and challenging environment. Crime rates and trends, public attitudes and concerns about justice effectiveness, the legislative and policy context, the fiscal context and human resources all impact on the programs and operations of the National Parole Board. This environment is discussed briefly below.

CRIME RATES AND TRENDS

Data from the Uniform Crime Reports for the past 10 years yield interesting information on Canadian crime rates and trends.

Table 1 Source: Canadian Centre for Justice Statistics, *Juristat: Canadian Crime Statistics, 1998, Vol. 19, No. 9*

CRIMINAL CODE INCIDENTS/100,000 POPULATION								
	Violent		Property		Other *Criminal Code*[1]		Total *Criminal Code* Incidents	
Year	#	% change	#	% change	#	% change	#	% change
1988	868	4.6	5438	-2.1	2612	1.5	8919	-0.4
1989	911	5.0	5289	-2.8	2691	3.0	8891	-0.3
1990	973	6.8	5611	6.1	2900	7.8	9484	6.7
1991	1059	8.9	6160	9.8	3122	7.7	10342	9.0
1992	1084	2.3	5902	-4.2	3051	-2.3	10036	-3.0
1993	1081	-0.3	5571	-5.6	2879	-5.6	9531	-5.0
1994	1046	-3.2	5250	-5.8	2817	-2.2	9114	-4.4
1995	1007	-3.7	5283	0.6	2702	-4.1	8993	-1.3
1996	1000	-0.7	5264	-0.4	2650	-1.9	8914	-0.9
1997	990	-1.1	4864	-7.6	2594	-2.1	8448	-5.2
1998	975	-1.5	4541	-6.7	2586	-0.3	8102	-4.1

Note: Information in this table is provided on a calendar year basis.

National Trends:

- **Canada's police reported crime rate decreased by 4% in 1998, to 8,102 incidents per 100,000 of population. This is the seventh consecutive yearly decrease and the lowest rate since 1979.**
- Of the 2.5 million *Criminal Code* incidents (excluding traffic incidents) reported in 1998, 12% were violent crimes, 56% were property crimes, and 32% were other *Criminal Code* crimes. (The proportions have not changed from 1997.)

Violent Crime Trends:

- **The rate of violent crime declined for the sixth consecutive year in 1998 (⇩1.5%).** Despite these recent declines, the violent crime rate was still 12% higher than 10 years ago.
- All major categories of violent crime decreased in 1998, including homicide (⇩6%), sexual assault (⇩7%), assault (⇩1%) and robbery (⇩3%).
- There were 555 homicides in 1998 (⇩31 from 1997) and 738 attempted murders (⇩127). Together these crimes continue to account for less than 0.5% of reported violent incidents.

Property Crime Trends:

- The property crime rate dropped 7% in 1998, continuing the general decline evident since 1991. The 1998 rate was the lowest reported by police since 1977. It was also 19% lower than five years ago and 17% lower than ten years ago.
- All major categories of property crime dropped in 1998, including motor vehicle theft (⇩7%), breaking and entering (⇩7%) and other theft (⇩7%).[2]

PUBLIC ATTITUDES AND CONCERNS

Fear of crime and concern for public safety continues to be an important issue for Canadians despite recent drops in violent crime. A 1998 Focus Canada national opinion survey reported that 77% of Canadians think criminal behaviour is increasing and 27% of Canadians are afraid to walk at night. Canadians in large cities are particularly concerned about crime. 37% of respondents from large cities felt that crime in their communities was a very important issue, compared to 21% of rural respondents.[3]

The 1998 Focus Canada survey also indicated that Canadians have little confidence in parole boards. Only 4% of respondents reported that they have "a lot of confidence" in parole boards compared to 7% for lawyers, 11% for judges and 34% for the RCMP. However, while Canadians may not express a lot of confidence in parole boards, the concept of parole does "make sense" to most people. A December 1998 *Report of a National Survey on Organized Crime and Corrections* found that Canadians prefer to have offenders "released to the community under supervision" (parole) to "releases to the community without supervision" (no parole) by a margin of three to one (75% to 25%).[4] This survey also revealed that people's acceptance of parole tends to increase when they are given more information.

The *Report of a National Survey on Organized Crime and Corrections* provides further evidence that, while parole and conditional release frequently evokes strong public reaction, there is limited understanding of how parole works, how decisions are made and the effectiveness of conditional release in contributing to public safety and the reintegration of the offender. Two

prime examples of the need for the National Parole Board to improve public awareness and understanding of its role in ensuring the safety and security of Canadians are:

1. 65% of survey respondents over-estimated the full parole grant rate by a considerable margin. - 41% of respondents said the full parole grant rate was 60% or more and 24% said it was between 50% and 59%, while the actual full parole grant rate was 42% in 1997/98.
2. 86% of survey respondents over-estimated the recidivism rate of offenders on parole. - 56% of respondents estimated the recidivism rate of parolees to be between 50% and 100%, while the most recent data available (at the time of the Report) indicated that the correct answer was 8%.[5]

LEGISLATIVE AND POLICY CONTEXT

The criminal justice system has experienced extensive change in recent years. The changes have tended to focus on further codification of the law to increase public accountability and prevent inconsistent application. The process of change began in 1986 with Bill C-67, which introduced provisions for the detention of high-risk violent offenders to warrant expiry and Schedule I to the *Parole Act*. Schedule I created a special category for violent offences against the person (except murder) and was designed to serve as a criterion for detention referrals. The *Corrections and Conditional Release Act* (CCRA), which came into force on November 1, 1992, expanded the list of Schedule I offences and created a Schedule II category for serious drug offences. Bill C-45, which took effect on January 26, 1996, further expanded Schedule I to include additional child sexual offences and gave the Board the option of imposing residency conditions on statutory release cases. Prior to C-45 residency conditions could only be imposed on statutory release at a detention hearing.

Bill C-55, which came into force on July 3, 1997, amended the CCRA to create a "long-term offender" category designed to target sex offenders and to provide for up to 10 years of supervision after the offender reaches their warrant expiry date (WED). The long-term offender designation was accompanied (August 1, 1997) by strengthened dangerous offender provisions in the *Criminal Code*. These high-risk offender provisions were balanced with new measures for first-time, non-violent federal offenders, including accelerated day parole review and directed release to day parole. Day parole eligibility for these offenders is set at 1/6 of sentence and the day parole review is automatic.

The most recent changes to the CCRA came into force on May 1, 1999. Bill C-51 excludes persons convicted of a criminal organization offence from the accelerated parole review process.

A Sub-Committee of the Standing Committee on Justice and Human Rights began its review of the CCRA in the fall of 1998 and is expected to table its report to the Standing Committee in the fall of 1999. The Board has provided information and support to the Sub-Committee during the review and will continue to do so on request. The Board will also participate in the development a government response to the final report upon its completion. Recent media reports have suggested that there could be changes to statutory release and accelerated parole review as a result of the parliamentary review. One thing we know for sure, the Board's legislative and

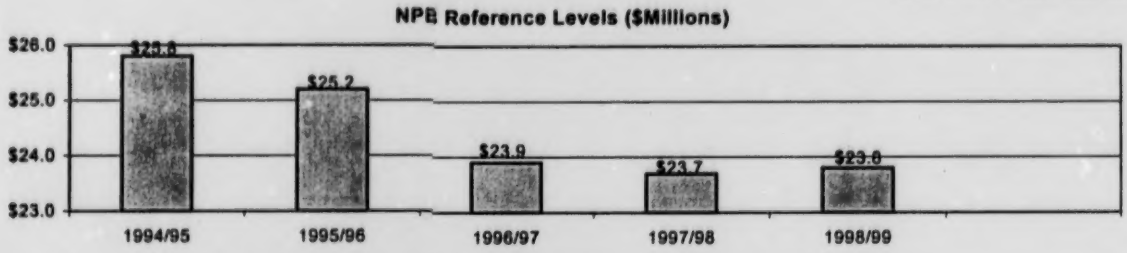
policy framework for the future will be heavily influenced by the findings of the parliamentary review.

The Policy, Planning and Operations Division plays a key role in the Board's development of legislative and policy documentation. Significant achievements by the Division in 1998/99 include:

- CCRA Review - Extensive input to the 5-year review of the CCRA.
- Framework for Public Safety in Canada - Extensive input to the development of a Memorandum to Cabinet focused on enhancing public safety in Canada.
- Strategic Plan / Vision – Development of a strategic plan/vision for NPB to establish a framework and impetus for future improvements.
- Resource Management Strategy – Development and partial implementation of a resource management strategy for the Board.
- Coordination with CSC – Considerable involvement in many CSC initiatives such as Operation Bypass, which was intended to streamline the case management process.

FISCAL CONTEXT

Source: NPB Main Estimates



Note: Figures include contributions to employee benefit plans, which accounted for $3.6 million in 1998/99.

As with most areas of government, the National Parole Board has had to contend with a shrinking resource base over the last 5 years. Program Review and the expiry of resources for CCRA implementation combined to reduce NPB resources by $2 million (8%) between 1994/95 to 1998/99.

The Board's reference level increased slightly in 1998/99 to $23.8 million (⇧$155,000) as a result of increases in salary costs related to recent wage settlements, and to increases in Treasury Board defined costs relating to contributions to employee benefit plans. In fact, the Treasury Board allocation for employee benefits as a proportion of salaries and wages has increased from 13.1% ($2.5 million) in 1994/95 to 21.3% ($3.6 million) in 1998/99. Thus, funds available for program expenditures have decreased by $2.1 million over the last 5 years (⇩9% from $23.3 million in 1994/95 to $21.2 million in 1998/99).

Table 2 Source: NPB Financial Services Division

EXPENDITURES by BUSINESS LINE ($ Millions)							
Year	Conditional Release		Clemency and Pardons		Corporate Management		NPB Total
1994/95	$16.6	67%	$1.6	6%	$6.7	27%	$24.9
1995/96	$16.8	65%	$1.8	7%	$7.3	28%	$25.8
1996/97	$16.0	66%	$1.5	6%	$6.8	28%	$24.4
1997/98	$16.6	67%	$1.6	6%	$6.6	27%	$24.7
1998/99	$20.4	78%	$1.4	5%	$4.2	16%	$26.1

The Conditional Release program accounts for the majority of NPB expenditures. Conditional Release expenditures accounted for 78% of NPB expenditures in 1998/99 ($20.4 million), while the Corporate Management program accounted for 16% of expenditures ($4.2 million) and the Clemency and Pardons program accounted for 5% ($1.4 million).

In reviewing the table above, you will note that Conditional Release expenditures increased by $3.8 million in 1998/99 while Corporate Management decreased by $2.4 million. This is a result of changes in the way the Board codes expenditures. The Board has changed its coding to ensure that expenditures are allocated to the programs they most directly support.

HUMAN RESOURCES

This section provides information on the Board's composition of staff and Board members.

Table 3 Source: NPB Human Resources Division

NATIONAL PAROLE BOARD STAFF COMPLEMENT (As of March 31, 1999)										
Region	Females	Males	Total Staff	Abor.	Visible Minority	Disabled	Maternal Language English	Maternal Language French	Bilingual #	Bilingual %
National Office	68	36	104	3	4	8	49	55	84	81
Atlantic	26	4	30	-	1	2	13	17	21	70
Quebec	35	10	45	1	-	-	0	45	36	70
Ontario	42	3	45	-	-	3	44	1	4	16
Prairies	37	4	41	6	-	1	39	2	7	17
Pacific	21	3	24	1	1	2	23	1	2	8
Canada	229	60	289	11	6	16	168	121	157	54
Percent	79%	21%	100%	4%	2%	6%	58%	42%		

As of March 31, 1999, 79% of National Parole Board staff were female and 21% were male. The highest proportion of female to male staff was in the Ontario region where females accounted for 93% of all staff, while the lowest proportion was 65% in the National Office. The maternal language of 58% of Board staff was English and 42% were French on March 31, 1999. As well, 54% of the Board's staff positions are identified as bilingual (staff are required to be able to work in both French and English).

The Board also tracks staffing from minority groups to ensure that its work force is representative of the Canadian population. As of March 31, 1999, 3.8% of Board staff were Aboriginal, 2.1% were from visible minority communities and 5.5% had a disability. Based on workforce targets identified by Treasury Board Secretariat (TBS) in March 1999 (from 1996 Census information), the Board is over-represented for Aboriginal persons (TBS target 1.4%) and persons with disabilities (TBS target 4.9%) but is significantly under-represented in terms of visible minority persons (TBS target 5.0%). The Board has taken a number of steps in recent years to ensure that its staff complement represents the community it serves. Steps include:

- In 1996 the Board volunteered for an audit by the Canadian Human Rights Commission to ensure that its staffing practices do not create barriers to employment for minority persons;
- Creation of a Manager of Diversity Issues position in September 1998. One of this person's responsibilities is to liaise with Aboriginal, visible minority and disabled communities to improve awareness of employment opportunities within the Board (for both staff and Board member positions);
- Regularly requests that the Public Service Commission include candidates from minority groups when referrals are made for employment.

Table 4 Source: NPB Chairman's Office

NATIONAL PAROLE BOARD MEMBER COMPLEMENT (As of June 30, 1999)

Region	Females	Males	Total Board Members	Aboriginal	Visible Minority	Maternal Language		Bilingual	
						English	French	#	%
National Office	4	2	6	0	0	3	3	5	83
Atlantic	3	11	14	1	1	9	5	5	36
Quebec	5	10	15	-	-	0	15	15	100
Ontario	10	11	21	1	2	19	2	4	19
Prairies	10	12	22	5	-	20	2	3	14
Pacific	5	9	14	3	-	14	0	2	14
Canada	37	55	92	10	3	65	27	34	37
Percent	40%	60%	100%	11%	3%	71%	29%		

As of June 30, 1999, the National Parole Board had a total of 92 members (45 full-time and 47 part-time), with 60% being male and 40% being female. The Board had 10 Aboriginal members (11%), with half of these members working in the Prairie region and 3 in the Pacific (the regions with the largest Aboriginal populations). The Board also had 3 members from visible minority communities, 2 in Ontario and 1 in the Atlantic.

The Board also tracks language, education and experience of Board members to ensure that it has the range of skills needed to make quality conditional release decisions. As of June 1999, the maternal language of 71% of Board members was English and 29% were French, while 37% of Board members were bilingual. 87% of Board members have a university education, while 8% have college and 6% have secondary. As well, 60% of Board members have experience in corrections and 82% have criminal justice experience.

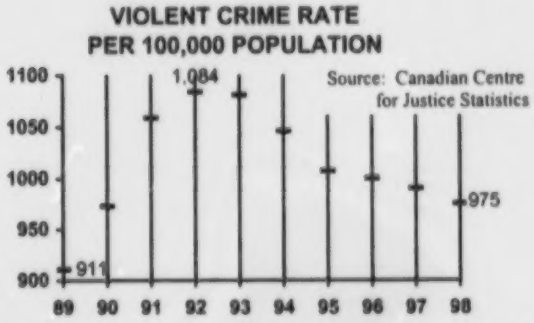
3. CONDITIONAL RELEASE

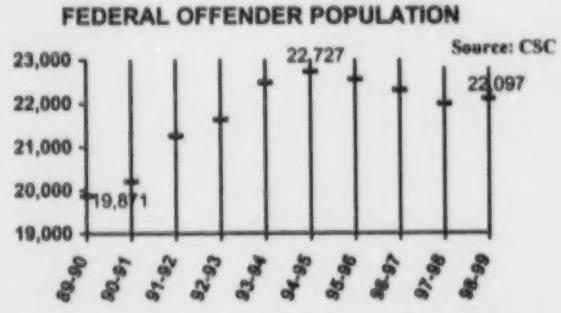
The Conditional Release program is by far the largest program of the National Parole Board. Its activities include: the review of offenders' cases and the making of quality conditional release decisions; provision of in-depth training on risk assessment to assist Board members in the decision-making process; coordination of program delivery throughout the Board and with the Correctional Service of Canada (CSC) and other key partners; and, the provision of information to victims and other interested parties within the community.

3.1 PROGRAM DELIVERY CONTEXT

OFFENDER POPULATION TRENDS[6]

Factors influencing the size of the prison population are complex and causal relationships are difficult to specify. Some of the factors that have been suggested include public attitudes, law enforcement practices, prison construction, unemployment rates, and crime and population trends. Violent crime rates provide an excellent example of the difficulties faced when trying to attribute causal relationships to the prison population.





Between 1989 and 1992 Canada's violent crime rate rose by 19%, to a high of 1084 offences per 100,000 of population, while the federal offender population grew by a relatively modest 9%. The violent crime rate has decreased during each of the last 6 years since 1992, a total drop of 10% to 975 offences per 100,000 of population in 1998. However, while the violent crime rate began to decline in 1993, the federal offender population continued to increase until March 1995, when the total offender population reached 22,727, a 14% increase since 1989/90. The federal offender population declined by 3.3%, to 21,982 during the 3 years between March 1995 and March 1998, but increased again during 1998/99 (by 0.5%).

Table 5 Source: CSC

FEDERAL OFFENDER POPULATION						
Year	Incarcerated		Conditional Release		Total	
	#	%	#	%	#	% change
1989/90	12,035	60.6%	7,836	39.4%	19,871	--
1990/91	11,964	59.2%	8,248	40.8%	20,212	+1.7%
1991/92	12,719	59.8%	8,532	40.2%	21,251	+5.1%
1992/93	12,877	59.5%	8,749	40.5%	21,626	+1.8%
1993/94	13,560	60.3%	8,919	39.7%	22,479	+3.9%
1994/95	14,262	62.8%	8,465	37.2%	22,727	+1.1%
1995/96	14,183	62.9%	8,367	37.1%	22,550	-0.8%
1996/97	14,137	63.4%	8,163	36.6%	22,300	-1.1%
1997/98	13,399	61.0%	8,583	39.0%	21,982	-1.4%
1998/99	13,081	59.2%	9,016	40.8%	22,097	+0.5%

Excluded as of March 31, 1999 are: escapees (192), those on bail (113), and UAL (670).

There have been two distinct trends in the federal offender population over the last 10 years. The offender population increased each year between March 1990 and March 1995 (from 19,871 to 22,727) for a total increase of 14.4% (2,856). Then the offender population decreased each year between March 1995 and March 1998 (from 22,727 to 21,982) for a total decrease of 3.3% (745). **In 1998/99 the federal offender population increased by 0.5% (115) to 22,097. The conditional release population increased by 5.0% in 1998/99 (⇧433 to 9,016), while the federal incarcerated offender population continued to decline dropping 2.4% (⇩318 to 13,081).**

The federal incarcerated offender population has declined during each of the last 4 years, for a total decline of 8.3% (1,181), from a 10-year high of 14,262 on March 31, 1995 to 13,081 on March 31, 1999. While the incarcerated population is still 9.3% (1,117) higher than the 10-year low of 11,964 in March 1991, the March 1999 incarcerated population as a proportion of the total offender population is the same as the March 1991 proportion at 59.2%, these are the lowest proportions recorded during the last 10 years.

The conditional release population declined by 8.5% (756) between March 1994 and March 1997 but has increased by 10.4% (853) in the 2 years since March 1997. **The 9,016 offenders on conditional release as of March 1999 is the highest number in the last 10 years.**

As of March 31, 1999, the average age of the total federal offender population was 38 years old, with the average inmate age being 36 years and the conditional release age being 40 years. The average age has increased by about 2 years for each group since March 1994.

Table 6

Source: CSC

FEDERAL OFFENDER POPULATION by ABORIGINAL vs. NON-ABORIGINAL

Year	Incarcerated				Conditional Release				Total			
	Aboriginal		Non-Aboriginal		Aboriginal		Non-Aboriginal		Aboriginal		Non-Aboriginal	
	#	%	#	%	#	%	#	%	#	%	#	%
1994/95	1853	13.0	12409	87.0	611	7.2	7854	92.8	2464	10.8	20263	89.2
1995/96	1912	13.5	12271	86.5	619	7.4	7748	92.6	2531	11.2	20019	88.8
1996/97	2069	14.6	12068	85.4	706	8.6	7457	91.4	2775	12.4	19525	87.6
1997/98	2103	15.7	11296	84.3	869	10.1	7714	89.9	2972	13.5	19010	86.5
1998/99	2230	17.0	10851	83.0	945	10.5	8071	89.5	3175	14.4	18922	85.6
5-Year Total	10167	14.7	58895	85.3	3750	8.8	38844	91.2	13917	12.5	97739	87.5

Excluded as of March 31, 1999 are: escapees (5 Aboriginal, 187 non-Aboriginal), those on bail (9 Aboriginal, 104 non-Aboriginal), and UAL (97 Aboriginal, 573 non-Aboriginal).

Aboriginal over-representation in the federal offender population continued to increase in 1998/99. Aboriginal offenders represented 14.4% of the total federal offender population in 1998/99 (up from 13.5% in 1997/98 and 10.8% in 1994/95), compared to their 2% proportion of the Canadian adult population in the 1996 census. The total federal offender population has decreased by 2.8% (⇩630) since March 1995, however, the Aboriginal offender population increased by 28.9% (⇧711) during this period while the non-Aboriginal offender population dropped 6.6% (⇩1341).

Aboriginal offenders are far more likely to be incarcerated than on conditional release. Aboriginal offenders accounted for 17.0% of the incarcerated population in 1998/99 compared to 10.5% of the conditional release population. Over the last 5 years Aboriginal offenders have accounted for 14.7% of the federal incarcerated population compared to 8.8% of the conditional release population.

The average age for Aboriginal offenders in the total federal offender population, as of March 31, 1999, was 34.4 years - 4 years younger than the non-Aboriginal age (38.4 years). The average age for the Aboriginal federal incarcerated population was 33.2 years compared to 36.8 years for non-Aboriginals, while the Aboriginal conditional release age was 37.0 years compared to 40.5 years for non-Aboriginals.

Table 7 Source: CSC

FEDERAL OFFENDER POPULATION by MALE vs. FEMALE

Year	Incarcerated				Conditional Release				Total			
	Male		Female		Male		Female		Male		Female	
	#	%	#	%	#	%	#	%	#	%	#	%
1994/95	13969	97.9	293	2.1	8132	96.1	333	3.9	22101	97.2	626	2.8
1995/96	13885	97.9	298	2.1	8016	95.8	351	4.2	21901	97.1	649	2.9
1996/97	13812	97.7	325	2.3	7783	95.3	380	4.7	21595	96.8	705	3.2
1997/98	13072	97.6	327	2.4	8155	95.0	428	5.0	21227	96.6	755	3.4
1998/99	12730	97.3	351	2.7	8541	94.7	475	5.3	21271	96.3	826	3.7
5-Year Total	67468	97.7	1594	2.3	40627	95.4	1967	4.6	108095	96.8	3561	3.2

Excluded as of March 31, 1999 are: escapees (176 Male, 16 Female), those on bail (105 Male, 8 Female), and UAL (651 Male, 19 Female).

Females remain extremely under-represented in the federal offender population; however, their proportion is increasing. The proportion of female federal offenders increased from 2.8% in 1994/95 to 3.7% in 1998/99. The female proportion of federal conditional release population increased from 3.9% (333 female offenders) in 1994/95 to 5.3% (475) in 1998/99 while the female proportion of the incarcerated population increased from 2.1% (293) to 2.7% (351).

Table 8 Source: CSC

FEDERAL CONDITIONAL RELEASE POPULATION

Year	Day Parole		Full Parole		Statutory Release		Total
	#	%	#	%	#	%	#
1992/93	1785	20.4	4878	55.7	2086	23.8	8749
1993/94	1431	16.0	5472	61.4	2016	22.6	8919
1994/95	1263	14.9	5063	59.8	2139	25.3	8465
1995/96	1101	13.2	4804	57.4	2462	29.4	8367
1996/97	959	11.7	4588	56.2	2616	32.0	8163
1997/98	1374	16.0	4504	52.5	2705	31.5	8583
1998/99	1562	17.3	4755	52.7	2699	29.9	9016

Excluded UAL from supervision accounted for 167 DP (9.6% of total DP's), 184 FP (3.7% of total FP's), and 317 SR (10.5% of total SR's), as of March 31, 1999. The form of release was not identified for 2 UAL's from supervision in 1998/99

The federal day parole population increased by 13.7% in 1998/99 (⇧188 to 1562). The federal day parole population has increased by 63% since 1996/97 when the DP population reached a 7-year low of 959. The increase in the day parole population over the last 2 years is considered to be a direct result of the introduction of the accelerated day parole review provisions in Bill C-55, which came into effect in July 1997. The day parole population now comprises 17.3% of the conditional release population, up from 16.0% in 1997/98 and 11.7% in 1996/97. The day parole population has not comprised this large a proportion of the conditional release population since 1992/93 when it accounted for 20.4% (1,785).

The federal full parole population increased by 5.6% in 1998/99 (⇧251 to 4,755), after declining by 17.7% over the previous 4 years (⇩968 to 4,504 in 1997/98 from 5,472 in 1992/93). This is the first increase in the full parole population since 1993/94 - the first full year

after the CCRA was introduced. The federal full parole population accounted for 52.7% of the federal conditional release population in 1998/99, well below its 7-year high of 61.4% in 1993/94. The introduction of accelerated day parole review is considered to have had a positive impact on the full parole population. One of the reasons often pointed to in explaining the decrease in the full parole population over the previous 4-years was that offenders released directly onto full parole as a result of accelerated full parole review were more likely to fail on supervision and thus, to serve more time in jail. ADPR results in non-violent offenders being released to community at 1/6 of sentence on day parole in preparation for full parole. Research has demonstrated a positive correlation between success on day parole and success on full parole.

The statutory release population remained stable in 1998/99 (⇩6 to 2,699 from 2,705 in 1997/98), but continues to be well above the 2,016 offenders on statutory release in 1993/94. The statutory release population as a proportion of the conditional release population was 29.9% in 1998/99, down 1.6% from 31.5% in 1997/98 but 7.3% higher than the 22.6% proportion in 1993/94.

Table 9

Source: CSC

PROVINCIAL CONDITIONAL RELEASE POPULATION

Year	Day Parole		Full Parole		Total
	#	%	#	%	#
1994/95	92	22.0	327	78.0	419
1995/96	71	21.3	262	78.7	333
1996/97	67	17.6	314	82.4	381
1997/98	44	17.6	206	82.4	250
1998/99	79	21.7	285	78.3	364

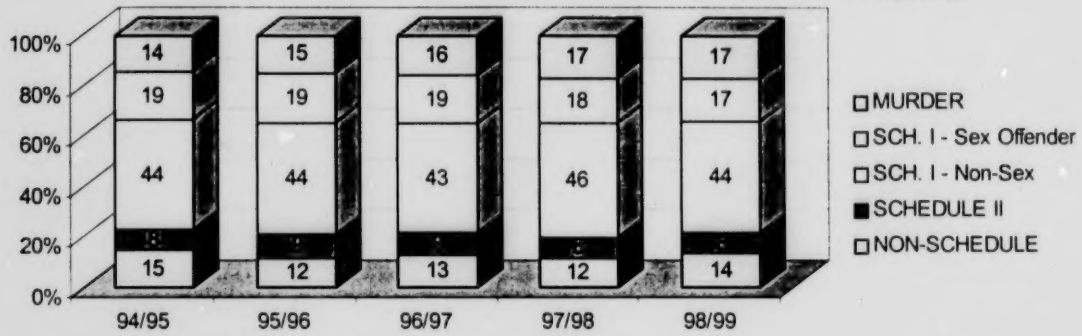
Excluded UAL from supervision accounted for 3 DP (3.7% of total provincial DP's), 15 FP (5% of total provincial FP's) as of March 31, 1999.

The provincial day parole population increased by 80% in 1998/99 (⇧35 to 79) and the provincial full parole population increased by 38% (⇧79 to 285). The total provincial parole population increased by 46% in 1998/99 (⇧114 to 364).

FEDERAL OFFENDER PROFILES

OFFENCE PROFILE OF THE FEDERAL INCARCERATED POPULATION

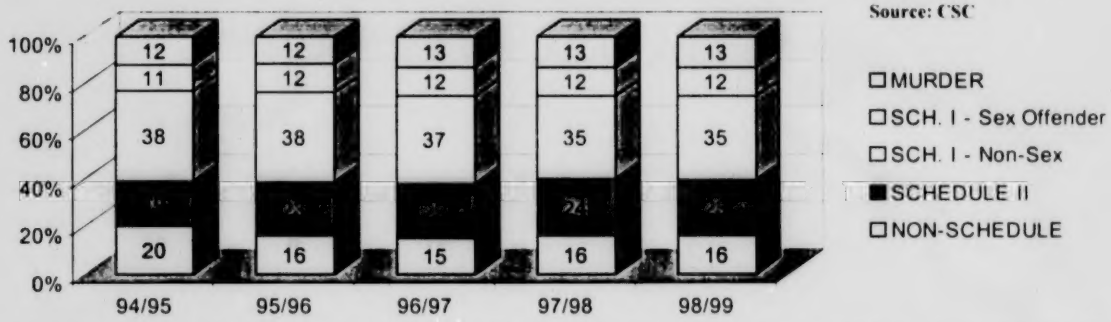
Source: CSC



The offence profile of the federal incarcerated offender population has changed very little since 1994/95. The two most significant changes relate to the proportion of the federal incarcerated population serving time for murder (up from 14% in 1994/95 to 17% in 1998/99) and for schedule I sex offences (down from 19% in 1994/95 to 17% in 1998/99).

OFFENCE PROFILE OF THE FEDERAL CONDITIONAL RELEASE POPULATION

Source: CSC



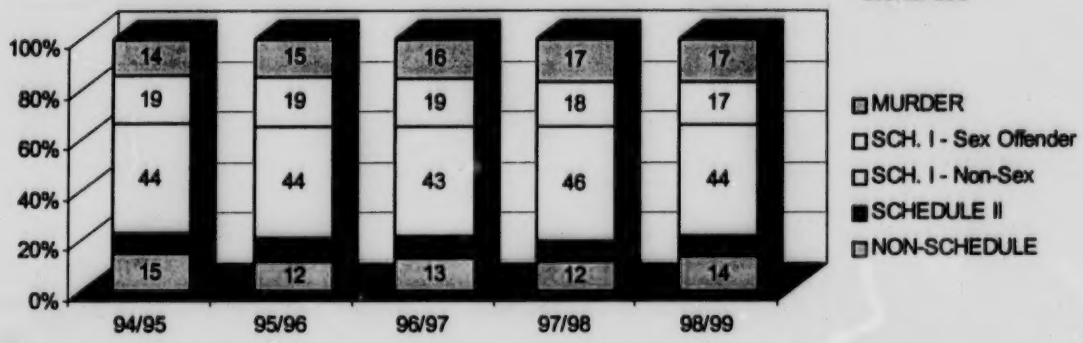
The offence profile of the federal conditional release population has remained fairly stable over the last 4 years, after some significant changes in 1993/94 and 1994/95. Schedule II offenders as a proportion of the conditional release population increased from 15% in 1993/94 to 19% in 1994/95 then leveled off in the 23% - 24% range over the last 4 years. This increase in the schedule II population has been balanced by a corresponding decrease in non-scheduled offenders, which decreased from 24% in 1993/94 to 20% in 1994/95 before leveling off in the 15% - 16% range over the last 4 years. Non-sex schedule I offenders have also decreased as a proportion of the conditional release population from 38% in 1994/95 to 35% in 1998/99.

The increase in schedule II offenders is attributed to the APR provisions of the CCRA, which were designed to get non-violent offenders back in the community earlier. One explanation for the decrease in the proportion of non-scheduled offenders during this period is that they were far less successful on conditional release than other types of offenders. **Over the last 5 years, 50% of non-scheduled offenders released on APR have been revoked compared to 25% for schedule II offenders on APR release. Furthermore, 25% of the non-scheduled offenders**

FEDERAL OFFENDER PROFILES

OFFENCE PROFILE OF THE FEDERAL INCARCERATED POPULATION

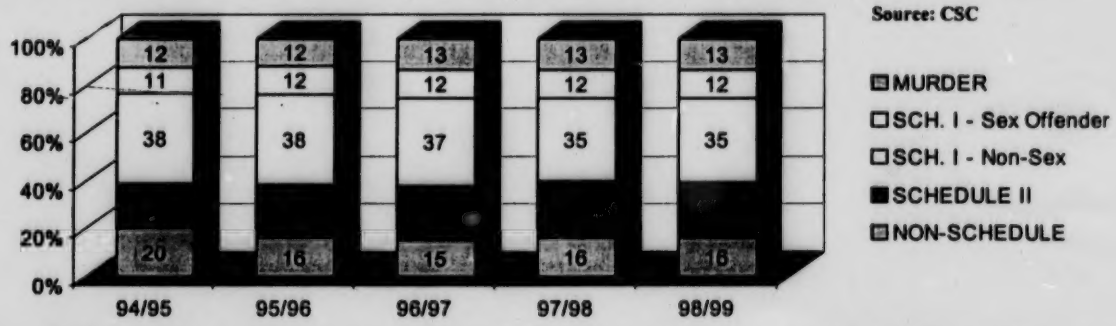
Source: CSC



The offence profile of the federal incarcerated offender population has changed very little since 1994/95. The two most significant changes relate to the proportion of the federal incarcerated population serving time for murder (up from 14% in 1994/95 to 17% in 1998/99) and for schedule I sex offences (down from 19% in 1994/95 to 17% in 1998/99).

OFFENCE PROFILE OF THE FEDERAL CONDITIONAL RELEASE POPULATION

Source: CSC



The offence profile of the federal conditional release population has remained fairly stable over the last 4 years, after some significant changes in 1993/94 and 1994/95. Schedule II offenders as a proportion of the conditional release population increased from 15% in 1993/94 to 19% in 1994/95 then leveled off in the 23% - 24% range over the last 4 years. This increase in the schedule II population has been balanced by a corresponding decrease in non-scheduled offenders, which decreased from 24% in 1993/94 to 20% in 1994/95 before leveling off in the 15% - 16% range over the last 4 years. Non-sex schedule I offenders have also decreased as a proportion of the conditional release population from 38% in 1994/95 to 35% in 1998/99.

The increase in schedule II offenders is attributed to the APR provisions of the CCRA, which were designed to get non-violent offenders back in the community earlier. One explanation for the decrease in the proportion of non-scheduled offenders during this period is that they were far less successful on conditional release than other types of offenders. **Over the last 5 years, 50% of non-scheduled offenders released on APR have been revoked compared to 25% for schedule II offenders on APR release. Furthermore, 25% of the non-scheduled offenders**

released on APR over the last 5 years were convicted of a new offence (recidivism) and 2.4% of these releases resulted in a new violent offence. In comparison, 12% of non-scheduled offenders released on regular parole over the last 5 years were convicted of a new offence and 1% of these releases resulted in a new violent offence. This also compares with a recidivism rate of 2% for schedule I sex offenders and 9% for non-sex schedule I offenders released on day and full parole over the last 5 years.

There are noteworthy differences between the offence profiles of the federal incarcerated and conditional release populations. 2 examples:

- **Sex offenders are about 50% more likely to be incarcerated than on conditional release.** Schedule I sex offenders have accounted for between 17% and 19% of the total incarcerated population over the last 5 years, but only 11% to 12% of the conditional release population.
- **Schedule II offenders are about 150% more likely to be on conditional release than incarcerated.** While schedule II offenders accounted for only 8% to 9% of the incarcerated population, they comprised between 19% and 24% of the conditional release population over the last 5 years.

Table 10 **Source: CSC**

OFFENCE PROFILE of the FEDERAL CONDITIONAL RELEASE POPULATION by RELEASE TYPE (%)

Offence Type	Day Parole			Full Parole			Statutory Release		
	96/97	97/98	98/99	96/97	97/98	98/99	96/97	97/98	98/99
Murder I	1	1	1	2	2	2	-	-	-
Murder II	14	11	12	18	19	19	-	-	-
Sch. I (Sex)	13	10	9	7	8	8	20	21	22
Sch. I (non-Sex)	46	37	38	24	24	24	55	53	54
Total Schedule I	59	47	47	31	31	32	75	75	76
Schedule II	14	22	22	34	34	32	8	8	7
Non-schedule	12	19	18	14	14	15	17	17	17

The vast majority of offenders on all types of release over the last 5 years were sentenced for a scheduled offence or murder (day parole 81%-88%; full parole 84%-85%; statutory release 83%); however, there were significant differences in the conditional release population by offence and release type.

In 1998/99, schedule I offenders accounted for 76% of the statutory release population, but only 47% of day parolees and 32% of full parolees. Likewise, while schedule II offenders comprised only 7% of the SR population, they accounted for 22% of day parolees and 32% of full parolees. Murders represent 13% of day parolees and 21% of full parolees but are not released on SR. Non-scheduled offenders are relatively consistent across release types. They represented 17% of the statutory release population in 1998/99, 18% of day parolees and 15% of full parolees.

FEDERAL ADMISSIONS AND RELEASES

Table 11 Source: CSC

ANNUAL ADMISSIONS to FEDERAL INSTITUTIONS					
Admission Type	**1994/95**	**1995/96**	**1996/97**	**1997/98**	**1998/99**
Warrant of Committal	4,785 55%	4,394 56%	4,560 56%	4,410 56%	4,649 60%
Revocations					
• Day Parole	941	641	486	533	594
• Full Parole	977	756	693	575	481
• Stat. Release	1,795	1,906	2,185	2,202	1,955
Sub-Total	3,713 43%	3,303 42%	3,364 42%	3,310 42%	3,030 39%
Other*	140 2%	151 2%	177 2%	145 2%	129 2%
Total	8,638	7,848	8,101	7,865	7,808

* Other includes transfers in from provinces or foreign countries, terminated, etc.

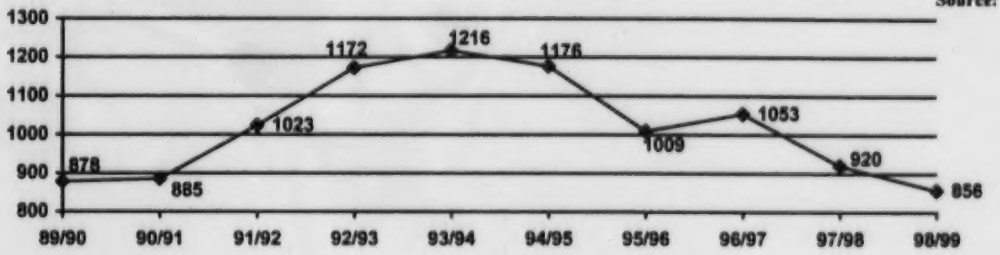
Total admissions to federal institutions decreased by 0.7% in 1998/99 (⇩57 to 7,808). The decrease in admissions is a result of an 8% drop in revocations (⇩280 to 3030), while warrant of committal admissions increased by 5% in 1998/99 (⇧239 to 4649). Full parole revocations decreased by 16% in 1998/99 (⇩94 to 481) and statutory release revocations dropped 11% (⇩247 to 1955), however, day parole revocations were up 11% in 1998/99 (⇧61 to 594).

There has been considerable fluctuation in the number of revocations by release type over the last 5 years. Day parole revocations declined by 48% between 1994/95 and 1996/97 (⇩455 from 941 to 486), but have increased by 22% over the last 2 years (⇧108 to 594 in 1998/99). The decrease in day parole revocations between 1994/95 and 1996/97 was consistent with the 24% (304) decrease in day parole population during this period. However, over the last 2 years the day parole population has increased by 63% (⇧603) while day parole revocations have increased by 22%. Full parole revocations have declined steadily over the last 5 years, while statutory release revocations increased each year between 1994/95 and 1997/98, but dropped in 1998/99. Revocations of SR accounted for 25% of admissions to federal institutions in 1998/99 compared with 21% in 1994/95.

Warrant of committal admissions accounted for 60% of all admissions in 1998/99 (up from 56% in 1997/98), while revocation admissions dropped to 39% (from 42% in 1997/98). About 25% of all warrant of committal admissions involve individuals who have served at least one previous federal sentence.

SEX OFFENDER ADMISSIONS TO FEDERAL INSTITUTIONS

Source: CSC



The number of sex offender admissions to federal custody increased by 37% between 1990/91 and 1993/94 (from 885 to 1216). This increase is largely attributed to increased awareness of sex abuse issues during the early 1990's and to increased efforts to prosecute sex offenders for offences that had occurred years earlier.

Sex offender admissions have decreased by 30% since 1993/94 and the number of sex offender admissions in 1998/99 (856) was the lowest number in at least 10 years. One possible reason for the decrease in sex offender admissions over the last few years might be that many of the abuses that occurred years earlier have now cleared the courts, thus current admission rates are more likely to be based on recent incidents.

A review of admission information over the last 5 years indicates that sex offenders are:

- 55% more likely to be first-time warrant of committal admissions than other offence types. 65% of sex offender admissions are first-time warrant of committal admissions compared to 42% of all admissions;
- 45% less likely to be admitted as a result of a revocation than other offence types. Only 23% of sex offender admissions are revocations, compared to 42% of all admissions; and,
- More likely to be revoked for a breach of conditions. 78% of sex offender revocations were for breach of conditions, compared to 67% of all admissions.

22 of the 253 (9%) sex offenders who were revoked with offence over the last 5 years had a new sex offence conviction. The 22 new sex offence convictions represents 0.5% of all sex offender releases over last 5 years (4046 sex offenders were released on conditional release during the last 5 years - 63% of them on statutory release).

Table 12

Source: CSC

ANNUAL RELEASES from FEDERAL INSTITUTIONS[7]									
Year	Day Parole		Full Parole		Statutory Release		Warrant Expiry		Total
	#	%	#	%	#	%	#	%	#
1994/95	2,595	33	918	12	3,896	50	378	5	7,787
1995/96	2,106	27	925	12	4,457	56	437	6	7,925
1996/97	1,766	22	843	11	4,813	61	455	6	7,877
1997/98	2,616	31	574	7	4,856	57	446	5	8,492
1998/99	2,812	35	399	5	4,430	55	365	5	8,006

Excluded releases for 1998/99 were: 2 transfer-foreign, 63 deceased, and 77 other for a total of 142.

Total releases from federal institutions decreased by 6% in 1998/99 (⇩486 to 8006). There was a 7% increase in the number of offenders released on day parole in 1998/99 (⇧196 to 2812), but all other types of release decreased. Releases on full parole dropped 30% (⇩175 to 399), statutory releases decreased by 9% (⇩426 to 4430) and the number of offenders released from federal institutions at warrant expiry dropped 18% (⇩81 to 365).

Statutory release continued to account for over half of all releases from federal institutions in 1998/99 (55%). The proportion of offenders released on SR declined to 55% in 1998/99 (from 57% in 1997/98 and 61% in 1996/97), while day parole increased to 35% (from 31% in 1997/98 and 22% in 1996/97) and full parole decreased to 5% of all releases (from 7% in 1997/98 and 12% in 1995/96).

Table 13 **Source: CSC**

RELEASES from FEDERAL INSTITUTIONS over last 5 YEARS (1994/95 to 1998/99) by RACE and SEX

Release Type	Aboriginal		Non-Aboriginal		Male		Female		Total	
	#	%	#	%	#	%	#	%	#	%
Day Parole	1349	22	10546	31	11292	29	603	47	11895	30
Full Parole	347	6	3312	10	3428	9	231	18	3659	9
Statutory Release	3940	64	18512	55	22041	57	411	32	22452	56
Warrant Expiry	559	9	1522	4	2047	5	34	3	2081	5
Total	6195	100	33892	100	38808	100	1279	100	40087	100

Excluded releases from 1994/95 to 1998/99 were 9 transfer-foreign, 280 deceased, and 429 other for a total of 718.

Aboriginal offenders are far more likely to be released from a federal institution at warrant expiry or on statutory release than non-Aboriginal offenders, and less likely to be released on day or full parole. Over the last 5 years, Aboriginal offenders were more than twice as likely to be release from a federal institution at warrant expiry than non-Aboriginal offenders (9% compared to 4%), and 16% more likely to be released on statutory release (64% to 55%). Aboriginal offenders were also 40% less likely to be released on full parole than non-Aboriginal offenders (6% compared to 10%), and 29% less likely to be released on day parole (22% to 31%).

Female offenders are far more likely to be released from a federal institution on day or full parole than male offenders, and far less likely to be released at warrant expiry or on statutory release. Female offenders were twice as likely to be released from a federal institution on full parole than male offenders (18% compared to 9%) during the last 5 years, and 62% more likely to be released on day parole (47% to 29%). Female offenders were also 44% less likely to be released from a federal institution on statutory release than male offenders (32% compared to 57%), and 40% less likely to be released at warrant expiry (3% to 5%).

Table 14 Source: CSC

OFFENDERS RELEASED DIRECTLY from FEDERAL INSTITUTIONS to STATUTORY RELEASE with NO PRIOR DAY or FULL PAROLE RELEASE

Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1994/95	157	31	364	37	484	47	375	40	254	50	1634	42
1995/96	242	48	538	45	593	56	577	53	331	53	2281	51
1996/97	280	52	668	49	701	61	677	60	372	62	2698	56
1997/98	308	56	754	54	736	67	817	66	362	63	2977	61
1998/99	288	59	753	63	809	73	722	60	314	62	2886	65
5-Year Total	1275	51	3077	50	3323	61	3168	58	1633	58	12476	56

The proportion of offenders released directly from a federal institution to statutory release with no previous day parole or full parole release has increased by 23% over the last 5 years, from 42% in 1994/95 to 65% in 1998/99. 14% of the offenders released on statutory release over the last 5 years had a previous APR decision and 5.5% of the offenders released on statutory release had a previous APR not directed decision. 22% of all offenders released on statutory release over the last 5 years had never had a parole release decision.

61% of all offenders released on statutory release in the Ontario region over the last 5 years had never had a day or full parole release, compared to 50% in Quebec, 51% in the Atlantic, and 58% in the Prairies and the Pacific.

Just 22% of sex offenders released on statutory release over the last 5 years had a previous day or full parole release, compared to 42% of schedule I non-sex offenders, 55% of non-scheduled offenders and 62% of schedule II offenders.

Aboriginal offenders were significantly less likely to have had a day parole or full parole release prior to statutory release than non-Aboriginal offenders over the last 5 years. Only 37% of Aboriginal offenders released on statutory release over the last 5 years had prior day or full parole release compared to 46% of non-Aboriginal offenders.

Table 15 Source: CSC

OFFENDERS RELEASED DIRECTLY from FEDERAL INSTITUTIONS at WARRANT EXPIRY with NO PRIOR DAY OR FULL PAROLE RELEASE

Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1994/95	17	55	28	44	95	85	78	68	37	71	255	68
1995/96	24	77	36	51	108	89	103	73	53	77	324	75
1996/97	50	85	40	80	120	90	112	80	61	85	383	84
1997/98	54	84	63	86	94	97	118	83	61	90	390	88
1998/99	45	94	55	86	69	95	105	91	57	90	331	91
5 Yr Total	190	82	222	69	486	90	516	79	269	83	1683	81

The proportion of offenders released directly from a federal institution at warrant expiry that had no previous day or full parole release increased by 23% over the last 5 years, from 68% in 1994/95 to 91% in 1998/99.

90% of offenders released from federal institutions at warrant expiry in the Ontario region over the last 5 years had never had a day or full parole release, compared to 69% in the Quebec region, 79% in the Prairies, 82% in the Atlantic and 83% in the Pacific.

Just 9% of sex offenders released at warrant expiry over the last 5 years had a previous day or full parole release, compared with 24% of schedule I non-sex offenders, 42% of non-scheduled offenders and 54% of schedule II offenders. Aboriginal and non-Aboriginal offenders were equally likely to have had a previous day or full parole release over the last 5 years. 19% of both groups had a previous day or full parole release.

Table 16 Source: CSC

GRADUATION from DAY PAROLE to FULL PAROLE or STATUTORY RELEASE[8]

Release Type	1994/95	1995/96	1996/97	1997/98	1998/99
Day Parole to Full Parole	1307	1068	902	1162	1511
Day Parole to Stat. Release	536	535	504	479	467
Total	1843	1603	1406	1641	1978

The number of offenders that graduated from day parole to full parole increased by 30% in 1998/99 (⇧349 to 1511 from 1162 in 1997/98). Over the last 2 years the number of offenders graduating from day parole to full parole has increased by 68% (⇧609 from 902 in 1996/97) after decreasing by 30% between 1994/95 and 1996/97 (⇩405 from 1307 to 902). This is primarily a result of the implementation of Bill C-55, which reinstated automatic day parole review and day parole eligibility at 1/6 of sentence for offenders meeting the accelerated parole review (APR) criteria. Directed day parolees accounted for 34% of all day parole releases in 1997/98 and 1998/99 (1844 of 5428).

The number of offenders graduating from day parole to statutory release has dropped 13% over the last 5 years (⇩69 from 536 in 1994/95 to 467 in 1998/99).

3.2 PERFORMANCE INFORMATION

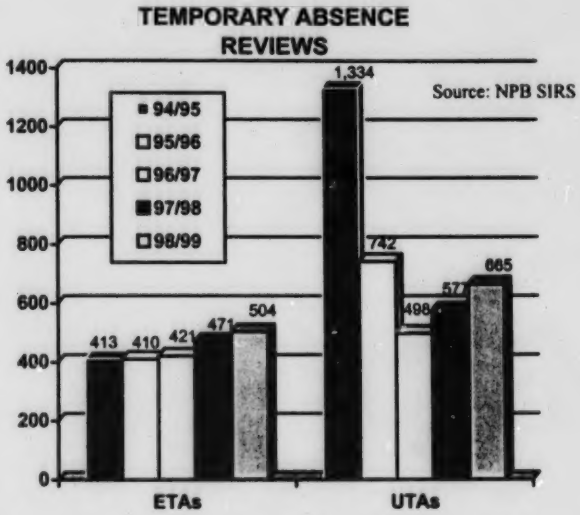
3.2.1 DECISION TRENDS

This section presents information on decision trends (i.e. number of reviews conducted, grant rates, proportion of sentence served, residency conditions imposed, etc.) for the 6 areas in which the Board's Conditional Release program operates:

i. Temporary Absence
ii. Day Parole
iii. Full Parole
iv. Statutory Release
v. Detention
vi. Appeals

i. TEMPORARY ABSENCE[9]

The number of temporary absence (TA) reviews conducted by the Board increased by 12% in 1998/99 (⇧121 to 1169 from 1048 in 1997/98). Temporary absence reviews have increased by 27% (⇧250) over the last 2 years after reaching a low of 919 in 1996/97. This is still 33% (578) below the 1747 reviews conducted in 1994/95.



A significant part of the decrease in TA applications between 1994/95 and 1996/97 is a result of the July 1995 decision to delegate unescorted temporary absence (UTA) authority for most offenders serving schedule I and schedule II offences to the institutional heads. Another possible explanation for the decrease could be that offenders gradually stopped applying for socialization TA's as they realized that they would no longer be granted for recreational activities. The CCRA included changes to the purpose of TA's, which required offenders to have more specific purposes related to preparing for return to the community. This change replaced the socialization purpose with the more specific purposes of community service, family contact, and personal development for rehabilitation.

Temporary Absence Grant Rates[10]:

Table 17 **Source: NPB-SIRS**

GRANT RATES for TEMPORARY ABSENCES (%)												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	ETA	UTA	ETA	UTA	ETA	UTA	ETA	UTA	ETA	UTA	ETA	UTA
1994/95	77	50	88	54	80	47	66	46	73	49	81	49
1995/96	90	39	89	55	81	46	65	50	89	56	86	49
1996/97	76	63	82	61	90	53	84	92	87	65	85	64
1997/98	96	70	87	69	82	56	69	74	89	66	84	65
1998/99	92	66	85	71	75	56	94	78	79	66	83	66

The national grant rate for UTAs increased slightly to 66% in 1998/99 (from 65% in 1997/98). This is considerably higher than the 49% grant rate in 1994/95 and 1995/96. The national grant rate for escorted temporary absences (ETAs) has remained in the 81% to 86% range throughout the 5-year period 1994/95 to 1998/99. The Prairie region had the most significant change in 1998/99 with an increase in the ETA grant rate from 69% in 1997/98 to 94% in 1998/99, while the ETA grant rate dropped 10% in the Pacific (from 89% to 79%).

Table 18 Source: NPB-SIRS

GRANT RATES for TEMPORARY ABSENCES by RACE and GENDER

Year	Aboriginal				Non-Aboriginal				Male				Female			
	ETA		UTA		ETA		UTA		ETA		UTA		ETA		UTA	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
1994/95	36	73	40	41	299	82	613	50	312	82	624	48	23	68	29	64
1995/96	39	87	44	56	313	86	322	48	320	86	343	49	32	84	23	64
1996/97	42	84	71	85	316	85	247	60	322	84	301	64	36	92	17	55
1997/98	54	86	61	68	341	84	313	64	364	84	331	64	31	82	43	77
1998/99	75	91	64	70	345	82	375	65	391	83	399	64	29	88	40	89

There was very little difference in ETA grant rates by race or gender. The average ETA grant rate was 84% for both Aboriginal and non-Aboriginal offenders over the last 5 years, while males averaged 84% compared with 83% for females.

However, there were differences in UTA grant rates by race and gender. The average UTA grant rate was 64% for Aboriginal offenders while non-Aboriginal offenders averaged 57% over the last 5 years. The UTA grant rate for females averaged 70%, compared with 58% for males.

Table 19 Source: NPB-SIRS

GRANT RATES for TEMPORARY ABSENCE by SENTENCE TYPE

Sentence Type	Escorted Temporary Absences						Unescorted Temporary Absences					
	Reviews		Grants		Grant Rate		Reviews		Grants		Grant Rate	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Lifer	459	489	386	410	84%	84%	250	287	183	206	73%	72%
Indeterminate	11	15	9	10	82%	67%	5	6	2	2	40%	33%
Determinate	1	-	-	-	0%	-	322	372	189	231	59%	62%
Total	**471**	**504**	**395**	**420**	**84%**	**83%**	**577**	**665**	**374**	**439**	**65%**	**66%**

Lifers originate most of the ETA reviews considered by the Board (over 97%), while offenders with determinate sentences accounted for 56% of UTA reviews in 1998/99, followed by lifers with 43%. The UTA grant rate for lifers remained stable at 72% in 1998/99, compared 73% in 1997/98. The UTA grant rate for determinate offenders rose from 59% in 1997/98 to 62% in 1998/99.

ii. DAY PAROLE

As you will note in the following pages, the day parole population has changed significantly over the last 2 years. The coming into force of Bill C-55 on July 3, 1997, which reinstated automatic day parole review and day parole eligibility at 1/6 of the sentence for offenders meeting the APR criteria, is credited for most of this change.

Day Parole Population:

Table 20 Source: CSC

DAY PAROLE POPULATION

Year	Atlantic		Quebec	Ontario		Prairies		Pacific		Canada	
	Fed	Prov	Fed	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov
89/90	148	39	598	338	-	241	40	169	-	1494	79
90/91	136	35	735	339	-	293	23	196	2	1699	60
91/92	157	52	724	383	-	343	41	173	4	1780	97
92/93	172	45	688	428	1	288	36	209	-	1785	82
93/94	150	45	504	329	-	250	48	198	-	1431	93
94/95	142	52	513	271	-	184	39	153	1	1263	92
95/96	116	37	445	248	3	166	31	126	-	1101	71
96/97	103	24	296	249	2	187	40	124	1	959	67
97/98	131	16	428	310	-	311	27	194	1	1374	44
98/99	161	38	448	388	-	357	41	208	-	1562	79

Excluded UAL from federal day parole in 1998/99 were: 7 Atlantic, 70 Quebec, 46 Ontario, 31 Prairies, and 13 Pacific for a total of 167.
Excluded UAL from provincial day parole in 1998/99 were: 2 Atlantic and 1 Prairies for a total of 3.

The federal day parole population increased by 13.7% in 1998/99 (⇧188 to 1562). This follows a 43% increase in 1997/98 (⇧415) and is a significant turnaround from the 46% drop in the day parole population that occurred between 1992/93 to 1996/97 (⇩826 from 1785 to 959). The 1992/93 to 1996/97 drop was a result of decreases in the number day parole applications from offenders who were eligible for full parole APR. By 1996/97, 50% of offenders who were eligible for full parole APR were not applying for day parole. The changes to APR included in Bill C-55 rectified this situation. The day parole population increased in every region in 1998/99 with the most significant increases occurring in Ontario (↑25%) and the Atlantic (↑23%).

The provincial day parole population increased by 80% in 1998/99 (⇧35 to 79) after dropping 28% to 44 in 1997/98. The 1997/98 total was by far the lowest provincial day parole population in over a decade. The 79 offenders on day parole in 1998/99 is equivalent to the total from ten years ago (1989/90) but still 22% below the 97 day parolees in 1991/92.

Table 21 Source: CSC

FEDERAL DAY PAROLE POPULATION by RACE and GENDER								
Year	Aboriginal		Non-Aboriginal		Male		Female	
	#	%	#	%	#	%	#	%
1994/95	83	6.6	1180	93.4	1213	96.0	50	4.0
1995/96	89	8.1	1012	91.9	1059	96.2	42	3.8
1996/97	99	10.3	860	89.7	920	95.9	39	4.1
1997/98	166	12.1	1208	87.9	1301	94.7	73	5.3
1998/99	204	13.1	1358	86.9	1465	93.8	97	6.2

Aboriginal offenders represented 13.1% of all federal day parolees in 1998/99 (⇧1% from 12.1% in 1997/98 and ⇧6.5% from 6.6% in 1994/95), 1.3% less than their proportion of the total federal offender population (14.4%), and 3.9% less than their proportion of the federal incarcerated population (17.0%). The Aboriginal day parole population increased by 19% in 1998/99 (⇧38 to 204) while the non-Aboriginal population increased by 12% in 1998/99 (⇧150 to 1358).

Female offenders represented 6.2% of all federal day parolees in 1998/99 (⇧0.9% from 5.3% in 1997/98), 2.5% more than their proportion of the total federal offender population (3.7%) and 3.5% more than their proportion of the federal incarcerated population (2.7%). The female day parole population increased by 36% in 1998/99 (⇧26 to 97) while the male population increased by 13% (⇧164 to 1465).

Offence Profile of the Federal Day Parole Population:

Table 22 Source: CSC

OFFENCE PROFILE of the FEDERAL DAY PAROLE POPULATION (%)					
Sentence Type	1994/95	1995/96	1996/97	1997/98	1998/99
Murder I	1	1	1	1	1
Murder II	10	10	14	11	12
Sch. I - Sex	11	10	13	10	9
Sch.I - Non-Sex	46	50	46	37	38
Total Schedule I	57	60	59	47	47
Schedule II	12	15	14	22	22
Non-Scheduled	19	14	12	19	18

The federal day parole offence profile has changed significantly over the last couple of years as a result of the implementation of Bill C-55 in July 1997. In 1996/97, schedule I offenders and murders accounted for 74% of the day parole population, while schedule II and non-scheduled offenders accounted for 26%. With the implementation of Bill C-55, schedule II and non-scheduled offenders became eligible for accelerated day parole review and their proportion of the day parole population increased by over 50% (from 26% in 1996/97 to 41% in 1997/98 and 40% in 1998/99). The proportion of schedule I offenders and murders, which are not eligible for APR, decreased to 59% in 1997/98 and 60% in 1998/99.

Table 23 Source: CSC

OFFENCE PROFILE of the FEDERAL DAY PAROLE POPULATION by RACE and GENDER (%)

Sentence Type	Aboriginal		Non-Aboriginal		Male		Female	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Murder I	-	1	1	1	1	1	1	-
Murder II	13	16	10	11	11	12	10	9
Sch. I - Sex	17	14	9	9	10	10	1	1
Sch.I -Non Sex	42	47	37	36	37	37	37	41
Total Schedule I	60	61	45	45	47	47	38	42
Schedule II	7	8	25	25	22	22	32	35
Non-Scheduled	20	14	19	19	19	19	19	13

The proportion of Aboriginal and female day parolees serving federal sentences for non-schedule offences both dropped significantly in 1998/99. The proportion of Aboriginal day parolees serving a sentence for a non-scheduled offence dropped 6% in 1998/99 (to 14% from 20% in 1997/98) with most of the difference going to the murders proportion which increased 4% (from 13% in 1997/98 to 17% in 1998/99). The proportion of female day parolees serving sentences for non-scheduled offences dropped 6% in 1998/99 (to 13% from 19% in 1997/98). The difference was split between schedule I non-sex offenders (⇧4% to 41% from 37% in 1997/98) and schedule II offenders (⇧3% to 35% from 32% in 1997/98).

Aboriginal day parolees were 36% more likely to be serving a sentence for a schedule I offence than non-Aboriginal day parolees in 1998/99 (61% to 45%), and the schedule I offence was far more likely to be a sexual offence for Aboriginal day parolees. Non-Aboriginal day parolees were over 3 times more likely to be serving a sentence for a schedule II offence than Aboriginal day parolees.

Female day parolees were 59% more likely to be serving a sentence for a schedule II offence than male day parolees in 1998/99 (35% to 22%). As well, there were almost no female sexual offenders on day parole (1 for each of the last 2 years) compared with 10% of male day parolees.

Table 24 Source: CSC

OFFENCE PROFILE of the FEDERAL DAY PAROLE POPULATION by REGION (%)

Sentence Type	Atlantic		Quebec		Ontario		Prairies		Pacific	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Murder I	1	1	2	2	2	1	0	0	1	1
Murder II	5	4	9	11	13	13	7	5	20	25
Sch. I - Sex	13	9	7	6	6	7	14	15	11	11
Sch.I -Non Sex	35	43	38	36	37	34	37	41	38	36
Total Schedule I	48	52	45	42	43	41	51	56	49	47
Schedule II	24	18	27	26	24	27	21	22	12	11
Non-Scheduled	22	24	18	19	18	18	21	17	18	15

The offence profile of the federal day parole population varies significantly from region-to-region. In 1998/99 the proportion of day parolees sentenced for schedule I offences varied from 41% in Ontario to 56% in the Prairie region. The proportion of day parolees sentenced for schedule I non-sex offences varied from 34% in Ontario to 43% in the Atlantic, while the proportion of offenders serving time for schedule I sex offences varied from 6% in Quebec to 15% in the Prairies.

The most significant offence profile change within a region in 1998/99 occurred in the Atlantic region. The proportion of day parolees serving time for schedule II offences in the Atlantic region decreased by 6% in 1998/99 (to 18%), while the proportion of schedule I non-sex offenders increased by 8% (to 43%) and sex offenders decreased by 4% (to 9%). The Pacific region also had a significant increase in the proportion of day parolees serving a sentence for murder in 1998/99 (⇧5% to 25%).

Day Parole Reviews[11]:

Table 25 Source: NPB

DAY PAROLE REVIEWS for RELEASE PURPOSES

Year	Atlantic		Quebec	Ontario		Prairies		Pacific		Canada	
	Fed	Prov	Fed	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov
1994/95	739	365	2414	1298	5	1313	233	734	9	6498	611
1995/96	635	314	2073	1083	-	1014	245	574	2	5379	561
1996/97	453	334	1451	906	-	813	270	460	6	4083	610
1997/98	546	246	1543	1094	-	1227	257	659	8	5069	511
1998/99	535	202	1558	1142	1	1276	195	601	5	5112	403

Federal day parole reviews increased by 1% in 1998/99 (⇧43 to 5112) after increasing by 24% in 1997/98 (⇧986). Implementation of Bill C-55 in July 1997 appears to have had the intended impact on day parole as the number of day parole reviews has now increased 25% (⇧1029) over the last 2 years after dropping 37% (⇩2415) between 1994/95 and 1996/97.

Provincial day parole reviews dropped 21% in 1998/99 (⇩108 to 403).

Table 26 Source: NPB

FEDERAL DAY PAROLE REVIEWS in relation to FULL PAROLE ELIGIBILITY

Year	AFTER FPED		0-6 MTHS BEFORE FPED		MORE THAN 6 MTHS BEFORE FPED	
	#	%	#	%	#	%
1994/95	3861	59	2160	33	516	8
1995/96	3558	66	1368	25	459	9
1996/97	2673	66	1056	26	326	8
1997/98	2669	52	1623	32	806	16
1998/99	2528	49	1676	33	902	18

Excludes 6 reviews in 1998/99 with no FPED.

The number of federal day parole reviews occurring between 0 and 6 months before the FPED increased by 3% in 1998/99 (⇧53 to 1676). Over the last 2 years, there has been a 59% increase in reviews between 0 and 6 months before FPED (⇧620 from 1056 in 1996/97 to 1676 in 1998/99) and a 177% increase in reviews occurring more than 6 months before FPED (⇧576 from 326 to 902). This is primarily a result of the change to make offenders eligible for accelerated day parole review at 1/6 of sentence. The proportion of reviews occurring more than 6 months before FPED has increased by 125% since 1996/97 (from 8% to 18% in 1998/99), while the proportion of reviews occurring after FPED has decreased from 66% to 49%. The number of day parole reviews occurring after FPED has dropped 35% (⇩1333) from the high of 3861 in 1994/95 to 2528 in 1998/99.

Table 27

Source: NPB

FEDERAL DAY PAROLE REVIEWS in relation to STATUTORY RELEASE ELIGIBILITY

Year	0-2 MTHS BEFORE SRED		>2-4 MTHS BEFORE SRED		>4-6 MTHS BEFORE SRED		0-6 MTHS BEFORE SRED TOTAL		MORE THAN 6 MTHS BEFORE SRED	
	#	%	#	%	#	%	#	%	#	%
1994/95	68	1	153	3	285	5	506	9	4932	91
1995/96	81	2	322	7	394	8	797	17	3972	83
1996/97	86	2	230	6	299	8	615	17	2866	83
1997/98	106	2	227	5	301	7	634	14	3993	86
1998/99	87	2	211	5	274	6	572	13	3947	87

Excludes 593 reviews in 1998/99 with no SRED (i.e., offenders serving indeterminate sentences or cases that have reached WED).

The number of day parole reviews occurring within six months of SRED has decreased by 28% over the last 4 years (⇩225 to 572 in 1998/99 from 797 in 1995/96), and by 4% as a proportion of all day parole reviews (to 13% from 17% in 1995/96).

Timing of First Federal Day Parole Release in Sentence[12]:

Table 28

Source: NPB

AVERAGE PROPORTION of SENTENCE SERVED at FIRST FEDERAL DAY PAROLE RELEASE by REGION

Region	1994/95	1995/96	1996/97	1997/98	1998/99	5-Yr. Avg.
Atlantic	33%	35%	36%	34%	32%	34%
Quebec	36%	37%	37%	34%	32%	35%
Ontario	35%	36%	36%	32%	31%	34%
Prairies	34%	39%	39%	34%	32%	35%
Pacific	40%	45%	44%	36%	34%	39%
Canada	35%	37%	38%	34%	32%	35%

The average proportion of sentence served before first federal day parole release dropped 2% in 1998/99 (to 32%), and has now dropped 6% since 1996/97. The return of automatic day

parole review and the reinstallation of day parole eligibility at 1/6 of the sentence, for APR eligible offenders, are given most of the credit for this change.

Table 29 Source: NPB

AVERAGE PROPORTION of SENTENCE SERVED at FIRST FEDERAL DAY PAROLE RELEASE by RACE and GENDER

	1994/95	1995/96	1996/97	1997/98	1998/99	5-Yr. Avg.
Aboriginal	40%	45%	44%	39%	36%	**40%**
Non-Aboriginal	35%	37%	37%	33%	31%	**34%**
Male	36%	38%	38%	34%	32%	**35%**
Female	27%	27%	28%	28%	26%	**27%**

Aboriginal offenders served an average of 6% more of their sentence prior to first federal day parole release than non-Aboriginal offenders over the last 5 years (40% to 34%). This is probably at least partially due to the fact that Aboriginal offenders tend to have more violent offence histories.

Male offenders served an average of 8% more of their sentence before first federal day parole release than female offenders over the last 5 years (35% to 27%).

Day Parole Grant Rates[13]:

Day (and full) parole grant rates reflect decision trends and (along with offender populations, offence profiles, etc.) provide a context for our discussion of performance indicators for offenders on conditional release.

Table 30 Source: NPB

GRANT RATES for FEDERAL DAY PAROLE

Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
94/95	478	65	1530	63	806	62	663	50	419	57	3896	60
95/96	392	62	1277	62	633	58	521	51	339	59	3162	59
96/97	340	75	894	62	622	69	541	67	301	65	2698	66
97/98	397	73	1065	69	798	73	896	73	492	75	3648	72
98/99	438	82	1079	69	884	77	948	74	456	76	3805	74

The federal day parole grant rate increased by 2% in 1998/99 to 74%, its highest level in more than a decade. The federal day parole grant rate has increased during each of the last 3 years from 59% in 1995/96 to 74% in 1998/99. Quebec was the only region in which the federal day parole grant rate did not increase in 1998/99. Their rate remained at 69% while the Prairie region increased by 1% to 74%, followed by the Pacific at 76% (⇧1%), Ontario at 77% (⇧4%) and the Atlantic at 82% (⇧9%).

Table 31 Source: NPB

GRANT RATES for PROVINCIAL DAY PAROLE

Year	Atlantic		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%
94/95	197	40	3	60	109	47	7	88	316	52
95/96	182	58	-	-	108	44	0	0	290	52
96/97	130	39	-	-	143	53	5	83	278	46
97/98	90	37	-	-	113	44	6	75	209	41
98/99	137	68	0	0	117	60	4	80	258	64

The provincial day parole grant rate increased by 23% in 1998/99 (to 64%). This is the first increase in the provincial day parole grant rate in 7 years. The provincial day parole grant rate is still 10% below the federal rate.

Table 32 Source: NPB

GRANT RATES for FEDERAL and PROVINCIAL DAY PAROLE by RACE and GENDER (%)

Year	Aboriginal		Non-Aboriginal		Male		Female	
	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.
1994/95	52	47	61	52	60	51	75	74
1995/96	48	40	60	55	59	51	65	67
1996/97	67	55	66	44	65	46	88	47
1997/98	70	35	72	43	71	40	85	62
1998/99	72	58	75	66	74	63	89	81
5-Year Average	62	47	66	52	66	50	80	66

Aboriginal offenders were 4% less likely to be granted federal day parole than non-Aboriginal offenders over the last 5 years, while female offenders were 14% more likely to be granted federal day parole than males. Over the last 5 years the federal day parole grant rate for Aboriginal offenders has averaged 62% compared with a non-Aboriginal rate of 66%. During the same 5-year period, the day parole grant rate for female federal offenders has averaged 80% compared to 66% for male offenders.

Aboriginal offenders were also 5% less likely to be granted provincial day parole than non-Aboriginal offenders, while female offenders were 16% more likely to be granted provincial day parole than male offenders. Over the 5-year period from 1994/95 to 1998/99, the average provincial day parole grant rate for Aboriginal offenders was 47% compared with 52% for non-Aboriginal offenders. The provincial day parole grant rate for female offenders during this period was 66% while male offenders averaged 50%.

Table 33 Source: NPB

GRANT RATE for REGULAR and APR DAY PAROLE										
Region	Regular				APR				2-Year Average	
	1997/98		1998/99		1997/98		1998/99		Regular	APR
	#	%	#	%	#	%	#	%	%	%
Atlantic	294	75	309	83	103	67	129	79	79	73
Quebec	775	64	792	65	290	88	287	85	64	86
Ontario	562	71	629	77	236	78	255	78	74	78
Prairies	642	71	672	72	254	80	276	82	71	81
Pacific	428	73	397	76	64	88	59	75	74	81
Canada	**2701**	**69**	**2799**	**72**	**947**	**81**	**1006**	**81**	**71**	**81**

The federal grant rate for accelerated day parole remained at 81% in 1998/99 while the regular day parole grant rate increased by 3% (to 72%). In the 21 months since application of Bill C-55, 1953 offenders have met the accelerated parole review criteria and were directed to day parole. **Directed day parole accounted for 26% of all decisions to grant day parole in 1998/99 (1006 of 3805).**

Aboriginal offenders were more likely to be granted regular day parole than to be directed day parole over the last 2 years. Aboriginals were directed day parole 67% of the time compared to a 71% grant rate for regular day parole while non-Aboriginals were directed day parole 82% of the time but were only granted day parole 70% of the time.

Table 34 Source: NPB

GRANT RATES for FEDERAL DAY PAROLE by SENTENCE TYPE.									
Sentence Type	Reviews			Grants			Grant Rates		
	96/97	97/98	98/99	96/97	97/98	98/99	96/97	97/98	98/99
Determinate	3,641	4,597	4,563	2,375	3,271	3,352	65%	71%	73%
Lifers	429	458	530	318	372	443	74%	81%	84%
Other Indeter.	13	14	19	5	5	10	38%	36%	53%
Total	**4,083**	**5,069**	**5112**	**2,698**	**3,648**	**3,805**	**66%**	**72%**	**74%**

Offenders with determinate sentences have accounted for 90% of all federal day parole reviews and 89% of federal day parole grants over the past 3 years. The grant rate for offenders with determinate sentences rose from 65% in 1996/97 to 73% in 1998/99. Lifers account for about 10% of day parole reviews and 11% of grants, and their day parole grant rate has increased from 74% to 84% over the last 3 years. The grant rate for offenders with other indeterminate sentences increased by 17% in 1998/99, to 53%.

iii. FULL PAROLE

Full Parole Population:

Table 35 Source: CSC

FULL PAROLE POPULATION

Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov
1989/90	389	259	1509	2	987	7	608	208	574	6	4067	482
1990/91	418	240	1550	-	1045	16	684	230	587	12	4284	498
1991/92	455	235	1510	2	1183	11	778	222	586	7	4512	477
1992/93	545	261	1552	2	1316	9	875	207	590	5	4878	484
1993/94	536	271	1772	2	1588	8	912	149	664	4	5472	434
1994/95	456	210	1721	2	1442	8	827	101	617	6	5063	327
1995/96	422	129	1601	2	1352	9	846	121	583	2	4804	263
1996/97	396	136	1455	-	1325	3	855	167	557	8	4588	314
1997/98	382	85	1346	4	1323	4	878	111	575	2	4504	206
1998/99	408	141	1429	-	1368	4	916	139	634	1	4755	285

Excluded UAL from federal full parole in 1998/99 were: 12 Atlantic, 70 Quebec, 56 Ontario, 30 Prairies, and 16 Pacific for a total of 184.
Excluded UAL from provincial full parole in 1998/99 were: 9 Atlantic, 5 Prairies and 1 Pacific for a total of 15.

The federal full parole population increased by 5.6% in 1998/99 (⇧251 to 4755) after decreasing by 17.7% over the previous 4 years (⇩968 from 5472 in 1993/94 to 4504 in 1997/98). While still well below the 5472 federal full parolees there were in 1993/94, the 1998/99 federal full parole population is 17% above the 1989/90 total of 4067 (⇧688). The federal full parole population increased in every region in 1998/99, led by the Pacific region (⇧10%) and followed by the Atlantic (⇧7%), Quebec (⇧6%), Prairie (⇧4%) and Ontario (⇧3%) regions.

The provincial full parole population increased by 38% in 1998/99 (⇧79 to 285) but remains 43% lower (⇩213) than its 10-year high of 498 in 1990/91. The Atlantic region was up 66% in 1998/99 (⇧56 to 141) while the Prairie region gained 25% (⇧28 to 139).

Table 36 Source: CSC

FEDERAL FULL PAROLE POPULATION by RACE and GENDER

Year	Aboriginal		Non-Aboriginal		Male		Female	
	#	%	#	%	#	%	#	%
1994/95	260	5.1	4803	94.9	4814	95.1	249	4.9
1995/96	232	4.8	4572	95.2	4538	94.5	266	5.5
1996/97	248	5.4	4340	94.6	4278	93.2	310	6.8
1997/98	266	5.9	4238	94.1	4188	93.0	316	7.0
1998/99	305	6.4	4450	93.6	4422	93.0	333	7.0

Aboriginal offenders continued to be extremely under-represented in the federal full parole population in 1998/99. Aboriginal full parolees accounted for 6.4% of federal full parolees in 1998/99, less than half of their proportion of the federal offender population (14.4%).

Female offenders continued to be extremely over-represented in the federal full parole population in 1998/99. Female offenders comprised 7.0% of federal full parolees in 1998/99, almost double their proportion of the federal offender population (3.7%).

Offence Profile of the Full Parole Population:

Table 37 Source: CSC

OFFENCE PROFILE of the FEDERAL FULL PAROLE POPULATION (%)					
Sentence Type	**1994/95**	**1995/96**	**1996/97**	**1997/98**	**1998/99**
Murder I	2	2	2	2	2
Murder II	15	17	18	19	19
Sch.I - Sex	8	8	7	8	8
Sch.I - Non-Sex	28	27	24	24	24
Total Schedule I	36	35	31	31	32
Schedule II	26	32	34	34	32
Non-Scheduled	21	14	14	14	15

The offence profile of the federal full parole population changed very little in 1998/99. The only changes were slight increases in full parolees serving time for schedule I (⇧1% to 32%) and non-scheduled offences (⇧1% to 15%) and a slight decrease in full parolees serving time for schedule II offences (⇩2% to 32%). Murders continued to account for 21% of the federal full parole population in 1998/99. The federal full parole offence profile has been stable over the last 4 years after changing significantly between 1993/94 and 1995/96, as a result of the implementation of the CCRA.

Table 38 Source: CSC

OFFENCE PROFILE of the FEDERAL FULL PAROLE POPULATION by RACE and GENDER (%)								
Sentence Type	**Aboriginal**		**Non-Aboriginal**		**Male**		**Female**	
	97/98	**98/99**	**97/98**	**98/99**	**97/98**	**98/99**	**97/98**	**98/99**
Murder I	1	1	2	2	2	2	1	1
Murder II	30	28	18	18	20	19	13	13
Sch.I - Sex	12	16	7	8	8	9	1	2
Sch.I - Non-Sex	32	30	23	23	24	24	19	21
Total Schedule I	44	46	31	31	32	33	20	23
Schedule II	9	10	36	34	32	31	54	50
Non-Scheduled	16	15	14	15	14	15	12	14

Aboriginal federal full parolees are almost 50% more likely to be serving sentences for violent offences (schedule I and murder) than non-Aboriginal full parolees (75% to 51% in 1998/99). Non-Aboriginal full parolees are more than 3 times as likely to be serving sentences for schedule II offences than Aboriginal offenders (34% to 10% in 1998/99), while non-scheduled offenders account for 15% of both groups.

Female federal full parolees were about 35% less likely to be serving time for violent offences than male full parolees in 1997/98 and 1998/99 (34% and 37% compared to 54%). About half of all female full parolees have been sentenced for a schedule II offence, compared with 31% to 32% of male full parolees. As well, while 8% to 9% of the male full parole population is serving time for a sexual offence, the proportion of female full parolees is only 1% to 2%.

Table 39 Source: CSC

OFFENCE PROFILE of the FEDERAL FULL PAROLE POPULATION by REGION (%)

Sentence Type	Atlantic		Quebec		Ontario		Prairies		Pacific	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Murder I	1	1	2	2	2	2	1	1	3	3
Murder II	16	15	18	17	18	19	17	17	30	29
Sch.I - Sex	11	12	4	4	6	6	15	16	8	8
Sch.I - Non-Sex	22	25	25	25	23	22	26	25	21	23
Total Schedule I	32	37	29	29	28	28	41	41	29	31
Schedule II	27	27	40	38	39	38	25	26	26	22
Non-Scheduled	22	19	11	14	13	13	16	16	12	14

The most significant changes in the federal full parole offence profile in 1998/99 occurred in the Atlantic and Pacific regions. The proportion of schedule I offenders increased 5% in the Atlantic region in 1998/99 (to 37% from 32% in 1997/98) while the non-scheduled proportion dropped 3% (to 19% from 22%). In the Pacific region the proportion of schedule II offenders decreased 4% (to 22% from 26%) while the schedule I proportion increased by 2% (to 31% from 29%) and the non-scheduled proportion increased by 2% (to 14% from 12%).

Full Parole Reviews[14]:

Table 40 Source: NPB

FULL PAROLE REVIEWS for RELEASE PURPOSES

Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov	Fed	Prov
1994/95	778	702	2149	1	1651	8	1383	429	632	8	6593	1148
1995/96	680	504	1774	-	1425	1	1221	403	566	4	5666	912
1996/97	480	426	1379	1	1101	1	1025	449	376	7	4361	884
1997/98	498	332	1415	-	1120	-	1189	405	478	8	4700	745
1998/99	479	343	1497	-	1166	1	1213	349	496	6	4851	699

The number of federal full parole reviews (pre-release) increased by 3% in 1998/99 (to 4,851). Annual full parole reviews have increased by 11% during the last 2 years (⇧490 from 4,361 in 1996/97), after declining by 34% between 1994/95 and 1996/97 (⇩2232). Every region except the Atlantic had an increase in the number of federal full parole reviews in 1998/99. Quebec had the largest increase (⇧6%) followed by Ontario and the Pacific (⇧4% each) and the Prairies (⇧2%) while the Atlantic decreased by 4%.

The number of provincial full parole reviews dropped by a further 6% in 1998/99 (to 699). Provincial full parole reviews have dropped 39% in the last 4 years, from 1148 in 1994/95 to 699 in 1998/99.

Timing of First Federal Full Parole Release in Sentence[15]:

Table 41 Source: NPB

AVERAGE PROPORTION of SENTENCE SERVED at FIRST FEDERAL FULL PAROLE RELEASE by REGION (%)

Region	1994/95	1995/96	1996/97	1997/98	1998/99	5-Yr. Avg.
Atlantic	40	41	39	41	42	41
Quebec	40	38	39	39	40	39
Ontario	40	39	39	40	39	39
Prairies	39	39	40	40	41	40
Pacific	40	41	37	40	41	40
Canada	40	39	39	40	40	40

There has been very little change in the average proportion of sentence served prior to first federal full parole release since 1994/95. The national average has been between 39% and 41% during each of the last 5 years, while regional averages have fluctuated between 37% and 42%.

Table 42 Source: NPB

AVERAGE PROPORTION of SENTENCE SERVED At FIRST FEDERAL FULL PAROLE RELEASE by RACE and GENDER (%)

	1994/95	1995/96	1996/97	1997/98	1998/99	5-Yr. Avg.
Aboriginal	44	40	41	43	44	42
Non-Aboriginal	39	39	39	40	40	39
Male	40	40	40	40	40	40
Female	38	36	36	36	39	37

Over the 5-year period 1994/95 to 1998/99, Aboriginal offenders served an average of 3% more of their sentence prior to first federal full parole release than non-Aboriginal offenders (42% compared to 39%). Female offenders served an average of 3% less of their sentence prior to first federal full parole release than male offenders over the last 5 years (37% compared to 40%).

Grant Rates for Full Parole[16]:

Table 43

Source: NPB

GRANT RATES for FEDERAL FULL PAROLE												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1994/95	274	35	722	34	578	35	477	34	153	24	2204	33
1995/96	257	38	594	33	527	37	438	36	136	24	1952	34
1996/97	226	47	462	34	476	43	458	45	123	33	1745	40
1997/98	255	51	488	34	504	45	542	46	190	40	1979	42
1998/99	285	59	565	38	531	46	566	47	171	34	2118	44

The federal full parole grant rate reached its highest level in over 10 years in 1998/99 at 44%. This is up 2% from 42% in 1997/98 and 11% from 33% in 1994/95. The Atlantic region had the highest full parole grant rate during each of the last 5 years and in 1998/99 they were 15% above the national average grant rate (Atlantic 59%, Canada 44%).

Table 44

Source: NPB

GRANT RATES for PROVINCIAL FULL PAROLE												
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1994/95	416	59	1	100	5	63	161	38	4	50	587	51
1995/96	277	55	-	-	0	0	170	42	2	50	449	49
1996/97	243	57	1	100	1	100	215	48	2	29	462	52
1997/98	168	51	-	-	-	-	156	39	1	13	325	44
1998/99	244	71	-	-	0	0	188	54	3	50	435	62

The provincial full parole grant rate increased by 18% in 1998/99 to its highest rate in the last 5 years (62%). This comes after an 8% drop in 1997/98 to 44%, which was by far the lowest rate of the decade.

Table 45

Source: NPB

GRANT RATES for FEDERAL and PROVINCIAL FULL PAROLE by RACE and GENDER (%)								
Year	Aboriginal		Non-Aboriginal		Male		Female	
	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.	Fed.	Prov.
1994/95	22	30	35	55	33	50	60	66
1995/96	21	37	36	52	34	48	56	62
1996/97	33	38	41	55	39	52	78	56
1997/98	30	25	44	48	41	43	63	56
1998/99	33	39	45	67	42	62	69	61
5-Year Average	27	34	40	55	36	51	65	61

Federal Aboriginal offenders were 13% less likely to be granted full parole than non-Aboriginal offenders over the last 5 years, while female federal offenders were 29% more likely to be granted full parole than males. Over the last 5 years, the federal full parole grant rate for Aboriginal offenders was 27% compared to 40% for non-Aboriginal offenders. The federal full parole grant rate for female offenders averaged 65% between 1994/95 and 1998/99, compared to 36% for male offenders.

Provincial Aboriginal offenders were 21% less likely to be granted full parole than non-Aboriginal offenders over the last 5 years. The provincial full parole grant rate for Aboriginal offenders over the last 5 years was 34% compared with an average of 55% for non-Aboriginal offenders. The 1998/99 provincial full parole grant rate for Aboriginal offenders was 39% compared to 67% for non-Aboriginal offenders.

Female provincial offenders were 10% more likely to be granted full parole than males over the last 5 years. The provincial full parole grant rate for female offenders averaged 61% between 1994/95 and 1998/99, compared to 51% for male offenders. However, males had a higher provincial full parole grant rate (62%) than females (61%) in 1998/99.

Table 46 Source: NPB

GRANT RATES for FEDERAL FULL PAROLE by REGULAR and APR REVIEW(%)

	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
1994/95						
Regular	28	19	20	22	14	20
APR	62	93	84	71	80	80
All FP Reviews	35	34	35	34	24	33
1995/96						
Regular	27	18	22	20	14	20
APR	70	91	84	80	76	83
All FP Reviews	38	33	37	36	24	34
1996/97						
Regular	29	15	25	28	20	22
APR	80	84	81	82	87	82
All FP Reviews	47	34	43	45	33	40
1997/98						
Regular	35	14	24	27	28	23
APR	90	94	92	97	89	94
All FP Reviews	51	34	45	46	40	42
1998/99						
Regular	45	20	27	30	23	27
APR	99	98	96	99	97	98
All FP Reviews	59	38	46	47	34	44

The national grant rate for accelerated full parole review (AFPR) increased by 4% in 1998/99 to 98%. The AFPR grant rate has increased dramatically in the 2 years since accelerated day parole review was introduced. This is because offenders who are directed day parole are

almost automatically directed to full parole, however if an offender is not directed to day parole the full parole review is conducted using the regular criteria.

The national grant rate for regular full parole also increased in 1998/99, to 27% (⇧4%), while the national grant rate for all federal full parole reached 44% in 1998/99, its highest level in 5 years.

The Atlantic region had a regular full parole grant rate of 45% in 1998/99, 15% higher than the next highest region (30% in the Prairie region) and 18% above the national average for 1998/99 (27%). The Quebec region had the lowest regular full parole grant rate in 1998/99 at 20%.

Table 47 Source: NPB

GRANT RATES for FEDERAL FULL PAROLE by REGULAR and APR REVIEW by SENTENCE TYPE

	Determinate		Indeterminate		Life		Total	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
REGULAR								
- Grant	728	883	1	0	67	100	796	983
- Decisions	3115	3311	122	92	198	289	3435	3692
- Rate (Grant)	23%	27%	1%	0%	34%	35%	23%	27%
APR								
- Directed	1183	1135	-	-	-	-	1183	1135
- Decisions	1265	1159	-	-	-	-	1265	1159
- Rate (Directed)	94%	98%	-	-	-	-	94%	98%
ALL FP								
- Grant / Direct	1911	2018	1	0	67	100	1979	2118
- Decisions	4380	4470	122	92	198	289	4700	4851
- Rate	44%	45%	1%	0%	34%	35%	42%	44%

Over the last 2 years offenders with determinate sentences have accounted for 93% of all full parole release decisions and 96% of decisions to direct or grant release. Offenders with life sentences have accounted for 5% of all full parole release decisions and 4% of decisions to grant full parole. Only 1 offender with an indeterminate sentence (i.e., dangerous offender) has been granted full parole in the last 2 years.

The full parole grant rate for offenders with determinate sentences increased by 1% in 1998/99 to 45% while the grant rate for lifers increased by 1% to 35%.

Residency Conditions on Full Parole:

Table 48 **Source: NPB**

RESIDENCY CONDITIONS on FEDERAL FULL PAROLE by REGULAR and APR					
	PRE-RELEASE		POST-RELEASE		
	Imposed	Cancelled	Imposed	Prolonged[17]	Removed
Regular					
1994/95	45	0	56	N/A	12
1995/96	61	0	81	17	24
1996/97	52	2	63	28	18
1997/98	43	0	55	17	21
1998/99	37	1	33	14	15
APR					
1994/95	232	5	23	N/A	28
1995/96	443	2	57	32	67
1996/97	431	4	23	77	75
1997/98	366	4	34	80	88
1998/99	265	5	21	58	52
All Full Parole					
1994/95	277	5	79	N/A	40
1995/96	504	2	138	49	91
1996/97	483	6	86	105	93
1997/98	409	4	89	97	109
1998/99	302	6	54	72	67

The number of pre-release residency conditions imposed on all full parole cases dropped 26% in 1998/99 (⇩107 to 302) and has now dropped 40% in the last 3 years (⇩202 from 504 in 1995/96). The number of post-release residency conditions imposed and prolonged also dropped by 32% in 1998/99 (imposed ⇩35 to 54, prolonged ⇩25 to 72).

Over 88% of all residency conditions imposed on full parole pre-release decisions during the last 5 years were on accelerated parole review cases, while APR cases accounted for just 25% of all federal full parole reviews. In fact, residency conditions were imposed on 31% of all full parole APR releases over the last 5 years, compared with 5% of regular full parole releases. This would seem to indicate that Board members often feel that offenders released on full parole based on the APR criteria are not ready to fully return to the community.

iv. STATUTORY RELEASE

This section provides information about offenders on statutory release as a backdrop for our discussion of day and full parole. All federal offenders are entitled to statutory release after serving 2/3rds of their sentence unless it is determined that they are likely to commit an offence causing death or serious harm to another person before the expiration of the sentence.

Table 49 Source: CSC

STATUTORY RELEASE POPULATION						
Year	**Atlantic**	**Quebec**	**Ontario**	**Prairies**	**Pacific**	**Canada**
1989/90	216	626	639	466	328	2275
1990/91	190	656	591	490	338	2265
1991/92	192	636	569	498	345	2240
1992/93	149	685	545	365	342	2086
1993/94	181	594	561	385	295	2016
1994/95	195	641	612	399	292	2139
1995/96	269	711	597	552	333	2462
1996/97	260	775	656	576	349	2616
1997/98	252	776	681	667	329	2705
1998/99	245	758	721	637	338	2699

Excluded UAL from statutory release in 1998/99 were 15 Atlantic, 99 Quebec, 66 Ontario, 86 Prairies, and 51 Pacific for a total of 317.

The statutory release population remained stable in 1998/99 (⇩6 to 2699), after reaching its highest level in over a decade in 1997/98 (2705). The largest increase in the statutory release population in 1998/99 occurred in the Ontario region (⇧6% to 721) while the largest decreased occurred in the Prairie region (⇩4% to 637).

Table 50 Source: CSC

STATUTORY RELEASE POPULATION by RACE and GENDER								
Year	**Aboriginal**		**Non-Aboriginal**		**Male**		**Female**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**
1994/95	268	12.5	1871	87.5	2105	98.4	34	1.6
1995/96	298	12.1	2164	87.9	2419	98.3	43	1.7
1996/97	359	13.7	2257	86.3	2585	98.8	31	1.2
1997/98	437	16.2	2268	83.8	2666	98.6	39	1.4
1998/99	436	16.2	2263	83.8	2654	98.3	45	1.7

Aboriginal offenders were 64% more likely to be on statutory release in 1998/99 than non-Aboriginal offenders. Aboriginal offenders on statutory release accounted for 46% of all Aboriginals on conditional release in 1998/99 (436 of 945 Aboriginals on conditional release) compared to 28% for non-Aboriginals (2,263 of 8,071). Aboriginal offenders as a proportion of the total statutory release population have increased by 30% over the last 5 years (⇧3.7% to 16.2% from 12.5% in 1994/95).

Female offenders were 66% less likely to be on statutory release in 1998/99 than male offenders. Female offenders on statutory release accounted for 9.5% of all females on conditional release in 1998/99 (45 of 475 females on conditional release) compared to 31% for male offenders (2,654 of 8,541). Female offenders accounted for 1.7% of the total statutory release population in 1998/99 (⇧0.3% from 1.4% in 1997/98). Female offenders have accounted for between 1.2% to 1.7% of the total statutory release population over the last 5 years.

Offence Profile of the Statutory Release Population:

Table 51 Source: CSC

OFFENCE PROFILE of the STATUTORY RELEASE POPULATION (%)					
Sentence Type	**1994/95**	**1995/96**	**1996/97**	**1997/98**	**1998/99**
Sch.I - Sex	19	20	20	21	22
Sch.I - Non-Sex	57	54	55	53	54
Total Schedule I	75	73	75	75	76
Schedule II	5	8	8	8	7
Non-Scheduled	19	19	17	17	17

There has been little change in the offence profile of the statutory release population over the last 5 years. Schedule I offenders have accounted for about ¾ of the statutory release population during each of these years, while non-scheduled offenders have accounted for between 17% and 19% and schedule II offenders have comprised between 5% and 8%.

Table 52 Source: CSC

OFFENCE PROFILE of the STATUTORY RELEASE POPULATION by RACE and GENDER (%)								
Sentence Type	**Aboriginal**		**Non-Aboriginal**		**Male**		**Female**	
	97/98	**98/99**	**97/98**	**98/99**	**97/98**	**98/99**	**97/98**	**98/99**
Sch.I - Sex	30	29	20	21	22	22	-	9
Sch.I - Non-Sex	54	55	53	54	53	54	62	69
Total Schedule I	83	83	73	74	75	76	62	78
Schedule II	2	1	9	8	8	7	21	16
Non-Scheduled	15	15	17	18	17	17	18	7

Aboriginal offenders on statutory release in 1998/99 were 38% more likely to be serving a sentence for a sexual offence than non-Aboriginal offenders (29% compared to 21%), but far less likely to be serving a sentence for a schedule II offence (1% compared to 8%).

Female offenders on statutory release in 1998/99 were 39% more likely to have committed a schedule I non-sex offence or a schedule II offence than male offenders (85% compared to 61%), but far less likely to have committed a sexual offence. There were 4 female sex offenders on statutory release in 1998/99 and none in 1997/98 while sex offenders accounted for 22% of the male statutory release population during each of the last 2 years.

Table 53 Source: CSC

OFFENCE PROFILE of the STATUTORY RELEASE POPULATION by REGION (%)

Sentence Type	Atlantic		Quebec		Ontario		Prairies		Pacific	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Sch.I - Sex	26	25	14	17	21	18	29	31	23	21
Sch.I - Non-Sex	37	42	60	59	58	58	48	45	54	57
Total Schedule I	63	67	73	76	79	76	77	77	77	78
Schedule II	9	7	11	9	7	8	7	5	5	4
Non-Scheduled	28	27	16	15	14	16	16	18	17	18

There are some interesting differences in the offence profiles of the statutory release population by region. For instance, the proportion of the statutory release population serving sentences for schedule I non-sex offences ranged from a low of 42% in the Atlantic and 45% in the Prairies in 1998/99 to 57% - 59% in the 3 other regions. Likewise, the proportion of the statutory release population with schedule I sex offences ranged from a low of 17% and 18% in Quebec and Ontario to 25% in the Atlantic and 31% in the Prairie region. The statutory release population in the Atlantic region was also far more likely to be serving a sentence for a non-scheduled offence in 1998/99 (27%) than the other 4 regions (15% to 18%).

Annual Releases on Statutory Release:

Table 54 Source: CSC

PROPORTION of the INCARCERATED POPULATION RELEASED on STATUTORY RELEASE by YEAR

Year	Incarcerated Population	# of Releases on SR	% of Incarcerated Pop. Released on SR
1993/94	13,560	3,470	26%
1994/95	14,262	3,896	27%
1995/96	14,183	4,457	32%
1996/97	14,137	4,813	34%
1997/98	13,399	4,856	36%
1998/99	13,081	4,430	34%

Annual releases on statutory release decreased in number (⇩426 to 4430) and as a proportion of the incarcerated population (⇩2% to 34%) in 1998/99. These were the first decreases in over 5 years. The proportion of offenders released on statutory release increased by 10% over the previous 5 years (from 26% in 1993/94 to 36% in 1997/98).

Residency Conditions on Statutory Release:

Table 55 Source: CSC

OFFENCE PROFILE of the STATUTORY RELEASE with RESIDENCY POPULATION (%)		
Sentence Type	**1997/98**	**1998/99**
Sch. I - Sex	24	26
Sch. I - Non-Sex	66	65
Total Schedule I	90	91
Schedule II	1	1
Non-Scheduled	9	8

Schedule I offenders continue to account for about 90% of the statutory release with residency population compared to their 76% proportion of the total statutory release population in 1998/99. Schedule II offenders account for just 1% of the SR with residency population in 1998/99 compared to 7% of the total statutory release population, while non-scheduled offenders account for 8% of the SR with residency population compared to 17% of the total statutory release population.

Table 56 Source: NPB

RESIDENCY CONDITIONS on STATUTORY RELEASE						
Year	**PRE-RELEASE**			**POST-RELEASE**		
	Imposed	**Detention to SR Residency**	**Cancelled**	**Imposed**	**Prolonged**	**Removed**
1994/95	3	27	0	5	15	0
1995/96	63	31	0	34	14	5
1996/97	807	48	4	51	21	27
1997/98	1029	42	5	21	25	68
1998/99	884	49	3	12	16	67

The number of residency conditions imposed prior to statutory release dropped 14% in 1998/99 (⇩145 to 884 from 1029 in 1997/98) while the number of residency conditions imposed post-release dropped 43% (⇩9 to 12 from 21 in 1997/98).

20% of the 4430 offenders released on statutory release in 1998/99 had a residency condition imposed. This is down slightly from 21% in 1997/98 but up from 17% in 1996/97.

Aboriginal offenders accounted for 29% of all pre-release decisions to impose residency conditions on statutory release in 1998/99 (253 of 884) compared to their 16% proportion of the total SR population. This is up from 1997/98 when Aboriginal offenders accounted for 26% of all pre-release decisions to impose residency conditions on SR (265 of 1029) and 25% in 1996/97 (202 of 807). Female offenders have accounted for less than 1% of all pre-release SR with residency conditions imposed over the last 3 years.

v. DETENTION

The Correctional Service of Canada can refer offenders serving sentences for schedule I or schedule II offences to the Board for detention review if they feel that the offender is likely to commit an offence causing death or serious harm to another person before the expiration of the offender's sentence. If the Board determines that the offender is likely to commit an offence causing death or serious harm to another person before the expiration of the offender's sentence the offender can be detained until the sentence expires.

Detention Referrals:

Table 57 Source: NPB

REFERRALS for DETENTION by REGION						
Year	**Atlantic**	**Quebec**	**Ontario**	**Prairies**	**Pacific**	**Canada**
1989/90	12	27	45	43	26	153
1990/91	12	30	66	82	38	228
1991/92	13	44	77	74	32	240
1992/93	24	26	74	68	46	238
1993/94	29	41	107	87	43	307
1994/95	42	52	166	116	66	442
1995/96	46	71	136	187	89	529
1996/97	56	72	114	138	82	462
1997/98	54	78	59	86	58	335
1998/99	32	50	46	72	56	256
Total	**320**	**491**	**890**	**953**	**536**	**3190**

The number of referrals for detention decreased by 24% in 1998/99 (⇩79 to 256). Detention referrals have dropped 52% in the last 4 years (⇩273 from 529 1995/96) after climbing steadily between 1989/90 and 1995/96 (from 153 to 529). This drop is considered to be a result of the Bill C-45 amendments to the CCRA in January 1996 and CSC's efforts to improve reintegration programming. Bill C-45 gave the Board the option of imposing residency conditions on statutory release cases. Prior to this residency conditions could only be imposed on statutory release at a detention hearing.

The largest decreases in referrals for detention in 1998/99 occurred in the Atlantic (⇩41%) and Quebec (⇩36%) regions, followed by the Ontario (⇩22%), Prairie (⇩16%) and Pacific (⇩3%) regions. The decrease in detention referrals over the last few years has been led by Ontario (⇩72% from 166 in 1994/95 to 46 in 1998/99) and the Prairies (⇩61% from 187 in 1995/96 to 72 in 1998/99).

Table 58 Source: NPB and CSC

DETENTION REFERRAL RATE[18]			
Year	Detention Referrals	Offenders Entitled to Statutory Release[19]	Detention Referral Rate
1989/90	153	3564	4.3%
1990/91	228	3618	6.3%
1991/92	240	3660	6.6%
1992/93	238	3831	6.2%
1993/94	307	3744	8.2%
1994/95	442	4304	10.3%
1995/96	529	4938	10.7%
1996/97	462	5241	8.8%
1997/98	335	5166	6.5%
1998/99	256	4661	5.5%

The detention referral rate declined by 1% (to 5.5%) in 1998/99. This is the lowest rate since 1989/90, when it was 4.3%, and it is almost half of its ten-year high of 10.7% in 1995/96.

Outcome of Initial Detention Reviews:

Table 59 Source: NPB

OUTCOME of INITIAL DETENTION REVIEWS									
Year	Detained		Stat. Release		SR/Residency		One chance		Total
	#	%	#	%	#	%	#	%	
1989/90	109	71	5	3	17	11	22	14	153
1990/91	180	79	9	4	14	6	25	11	228
1991/92	184	77	10	4	25	10	21	9	240
1992/93	200	84	5	2	13	5	20	8	238
1993/94	274	89	4	1	16	5	13	4	307
1994/95	408	92	8	2	11	2	15	3	442
1995/96	484	91	5	1	21	4	19	4	529
1996/97	431	93	7	2	14	3	10	2	462
1997/98	312	93	3	1	16	5	4	1	335
1998/99	233	91	5	2	15	6	3	1	256

The detention rate decreased by 2% in 1998/99 (to 91%) while the number of offenders detained decreased by 25% (⇩79 to 233). The number of offenders detained has declined by 52% in the last 3 years (⇩251 from 484 in 1995/96).

Table 60 Source: NPB

OUTCOME of INITIAL DETENTION REVIEWS by ABORIGINAL vs. NON-ABORIGINAL

Year	Detained				Statutory Release		Stat. Release W/Residency		One chance		Total			
	Abor.		Non-Abor.		Abor	Non-Abor	Abor.	Non-Abor.	Abor.	Non-Abor.	Abor.		Non-Abor.	
	#	%	#	%	#	#	#	#	#	#	#	%	#	%
1994/95	92	92	316	92	2	6	3	8	3	12	100	23	342	77
1995/96	140	92	344	91	2	3	5	16	6	13	153	29	376	71
1996/97	105	91	326	94	1	6	5	9	4	6	115	25	347	75
1997/98	76	89	236	94	1	2	7	9	1	3	85	25	250	75
1998/99	74	96	159	89	-	6	3	11	-	3	77	30	179	70
5-Year Total	487	92	1381	92	6	23	23	53	14	37	530	26	1494	74

Aboriginal offenders continue to be extremely over-represented as a proportion of offenders referred for detention and detained compared to non-Aboriginal offenders. Aboriginal offenders accounted for 30% of all offenders referred for detention and 32% of offenders detained in 1998/99, compared to their 14.4% proportion of the total federal offender population. Over the last 5 years Aboriginal offenders have accounted for 26% of all offenders referred for detention and detained, compared to their 11.7% proportion of the total federal offender population. **The Aboriginal detention rate increased by 7% (to 96%) in 1998/99 while the non-Aboriginal detention rate dropped 5% (to 89%).**

Table 61 Source: NPB

INITIAL DETENTION RATES by REGION

Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
1989-90	7/12	58	18/27	67	33/45	73	36/43	84	15/26	58	109/153	71
1990-91	6/12	50	28/30	93	54/66	82	66/82	80	26/38	68	180/228	79
1991-92	11/13	85	38/44	86	61/77	79	55/74	74	19/32	59	184/240	77
1992-93	20/24	83	21/26	81	67/74	91	58/68	85	34/46	74	200/238	84
1993-94	24/29	83	35/41	85	103/107	96	76/87	87	36/43	84	274/307	89
1994-95	37/42	88	49/52	94	152/166	92	111/116	96	58/66	88	407/442	92
1995-96	40/46	87	65/71	92	130/136	96	173/187	93	75/89	84	483/529	91
1996-97	52/56	93	66/72	92	107/114	94	130/138	94	76/82	93	431/462	93
1997/98	48/54	89	73/78	94	58/59	98	82/86	95	51/58	88	312/335	93
1998/99	24/32	75	44/50	88	44/46	96	70/72	97	51/56	91	233/256	91
10-Year Total	**269/320**	**84**	**437/491**	**89**	**809/890**	**91**	**857/953**	**90**	**441/536**	**82**	**2813/3190**	**88**

The Atlantic region had by far the lowest detention rate in 1998/99 at 75%. The next lowest detention rate was Quebec at 88%, followed by the Pacific (91%) Ontario (96%), and Prairie (97%) regions.

The Pacific and Atlantic regions have had the lowest average detention rates over the last 10 years, at 82% and 84% respectively. Ontario had the highest average detention rate from 1989/90 to 1998/99 at 91%, followed closely by the Prairies (90%) and Quebec (89%).

Outcome of Annual and Subsequent Detention Reviews:

The CCRA specifies that offenders subject to a detention order are entitled to an annual review of their case to determine whether detention is still warranted. The following table provides information on reviews after the initial detention order.

Table 62 Source: NPB

OUTCOME of ANNUAL and SUBSEQUENT DETENTION REVIEWS						
	1994/95	1995/96	1996/97	1997/98	1998/99	Total
Total Subsequent Reviews	363	439	571	532	445	2350
Detention Confirmed	315	409	507	495	393	2119
Detention Confirmed Percentage	87%	93%	89%	93%	88%	90%

The initial detention decision has been confirmed in 90% of annual and subsequent detention reviews since 1994/95. This average is just slightly less than the average detention rate for initial detention reviews (92%) over the last 5 years.

vi. APPEAL DECISIONS

Within the Board, the Appeal Division is responsible for re-examining, upon application by an offender, certain decisions made by the Board. The Appeal Division's role is to ensure that the Law and Board policies are respected, that the rules of fundamental justice are adhered to, and that Board decisions are reasonable and based upon relevant and reliable information. It reviews the decision making process to confirm that it was fair and that the procedural safeguards were respected.

The Appeal Division received 424 applications to appeal conditional release decisions in 1998/99, both federal and provincial, and accepted 370 applications for review. With the assistance of part time Board members, the Division caught up on its backlog of appeal cases and made 503 decisions.

The Appeal Division modified 36 decisions on 24 individual case files in 1998/99. An analysis of the 24 cases revealed that:

- In 10 of these cases there was an issue related to duty to act fairly, right to be heard and/or the Charter.
- In 7 cases, failure to disclose information was an issue, which is another aspect of the duty to act fairly.

No regional trends were established in relation to decisions to modify the original decision in 1998/99 because of the low numbers. The tables below provide further information on Appeal Division activities.

Table 63

Source: NPB - Appeal Division

APPLICATIONS for APPEAL
April 1, 1998 – March 31, 1999

	Atlantic		Quebec	Ontario	Prairies		Pacific	Canada	
	Fed	Prov	Fed	Fed	Fed	Prov	Fed	Fed	Prov
Applications Received	31	4	138	88	108	7	48	413	11
Applications Rejected	9	1	16	10	11	3	4	50	4
Applications Accepted	22	3	122	78	97	4	44	363	7
Application Canceled	1	0	3	1	4	0	1	10	0
Applications Withdrawn	0	0	3	5	1	1	2	11	1
Applications to be Processed	21	3	116	72	92	3	41	342	6

The Board received 413 federal applications for appeal in 1998/99 (down 20% from 515 in 1997/98) and 11 provincial applications (down 54% from 24 in 1997/98). The number of appeal applications received decreased from every region in 1998/99. The Ontario region (⇩32% to 88 from 129 in 1997/98) had the biggest decrease in appeal applications received in 1998/99, followed by the Prairies (⇩26% to 108 from 146), the Atlantic (⇩24% to 31 from 41), the Pacific (⇩12% to 48 from 52) and Quebec (⇩6% to 138 from 147). The Prairie region also had a significant drop in the number of provincial appeal applications received (⇩63% to 7 from 19 in 1997/98).

Of the 413 federal applications received in 1998/99, 50 were rejected, 10 were cancelled and 11 were withdrawn by the offender, leaving 342 applications to be processed (76 fewer than the 418 federal applications to be processed in 1997/98). Of the 11 provincial applications received, 4 were rejected and 1 was withdrawn by the offender, leaving 6 applications to be processed (12 less than the 18 provincial applications to be processed last year).

Table 64 Source: NPB

APPEAL DECISIONS by TYPE and by JURISDICTION										
Decision Type	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	Fed	**Prov**	**Fed**	**Prov**	**Fed**	**Prov**	**Fed**	**Prov**	**Fed**	**Prov**
ETA										
• Pre-release	-	-	3	-	3	-	1	-	3	-
UTA										
• Pre-release	20	-	40	-	25	-	17	-	25	-
• Post-release	-	-	-	-	-	-	-	-	1	-
Day Parole										
• Pre-release	91	10	218	11	176	10	137	13	159	7
• Post-release	28	-	39	2	38	2	35	-	36	-
Full Parole										
• Pre-release	103	11	221	18	183	13	162	13	144	7
• Post-release	27	2	36	-	35	5	27	1	19	2
Stat Release										
• Regular	20	-	29	-	31	-	33	-	38	-
• w/residency	-	-	-	-	11	-	30	-	15	-
Detention	34	-	86	-	80	-	71	-	47	-
Total Cases	**323**	**23**	**672**	**31**	**582**	**30**	**513**	**27**	**487**	**16**

The Appeal Division rendered 503 decisions in 1998/99 (487 federal and 16 provincial), down 7% (37) from 540 decisions in 1997/98 and 28% (200) from 703 decisions in 1995/96 but up 49% (157) from 346 in 1994/95.

Day and full parole cases accounted for 40% and 34%, respectively, of all decisions recorded in 1998/99, compared to 34% and 38% in 1997/98. Statutory release cases jumped from 4% of all appeals in 1995/96 to 12% in 1997/98 and 11% in 1998/99. This increase is probably a result of the January 1996 Bill C-45 amendments to the CCRA which gave the Board the option of imposing residency conditions on statutory release cases. The proportion of detention cases dropped 4% in 1998/99 (to 9% from 13% in 1997/98).

Table 65 Source: NPB

OUTCOMES for FEDERAL APPEAL DECISIONS by TYPE (1997/98 & 1998/99)								
Decision Type	**Decision Affirmed**		**Decision Altered**		**New Review Ordered**		**Total**	
	1997/98	**1998/99**	**1997/98**	**1998/99**	**1997/98**	**1998/99**	**1997/98**	**1998/99**
ETA								
• Pre-release	1	3	-	-	-	-	1	3
UTA								
• Pre-release	15	22	-	-	2	3	17	25
• Post-release	-	1			-	-	-	1
Day Parole								
• Pre-release	128	144	-	1	9	14	137	159
• Post-release	32	36	-	-	3	-	35	36
Full Parole								
• Pre-release	152	133	4	3	6	8	162	144
• Post-release	22	18	-	-	5	1	27	19
Stat. Release								
• Regular	29	38	1	-	3	-	33	38
• w/ residency	17	13	-	-	13	2	30	15
Detention	64	44	-	2	7	1	71	47
Total Decisions	**460**	**452**	**5**	**6**	**48**	**29**	**513**	**487**

The initial decision was affirmed in 93% of federal appeal cases processed in 1998/99 (452 of 487), up from 90% in 1997/98. The initial decision was altered or a new review was ordered in 7% of the federal cases processed in 1998/99 (35 of the 487), down from 10% in 1997/98. Day parole pre-release accounted for 43% (15) of the 35 decisions that were not affirmed in 1998/99 while full parole accounted for 34%.

Table 66 Source: NPB

OUTCOMES for PROVINCIAL APPEAL DECISIONS by TYPE (1997/98 & 1998/99)								
Decision Type	**Decision Affirmed**		**Decision Altered**		**New Review Ordered**		**Total**	
	1997/98	**1998/99**	**1997/98**	**1998/99**	**1997/98**	**1998/99**	**1997/98**	**1998/99**
Day Parole								
• Pre-release	10	7	-	-	3	-	13	7
Full Parole								
• Pre-release	10	7	-	-	3	-	13	7
• Post-release	1	1	-	-	-	1	1	2
Total Decisions	**21**	**15**	**-**	**-**	**6**	**1**	**27**	**16**

Only 16 provincial appeals were processed in 1998/99, down from 27 in 1997/98 and 31 in 1995/96. The initial decision was affirmed in 94% of cases processed in 1998/99 (15 of 16 processed), up from 78% in 1997/98 (21 of 27).

Table 67 Source: NPB

OUTCOMES for APPEAL DECISIONS by REGION and JURISDICTION (1997/98 & 1998/99)

Region	Decision Affirmed		Decision Altered		New Review Ordered		Total	
	1997/98	1998/99	1997/98	1998/99	1997/98	1998/99	1997/98	1998/99
FEDERAL								
Atlantic	37	28	1	-	4	2	42	30
Quebec	147	162	4	6	12	7	163	175
Ontario	105	99	-	-	12	8	117	107
Prairies	134	110	-	-	13	9	147	119
Pacific	37	53	-	-	7	3	44	56
Canada	460	452	5	6	48	29	513	487
PROVINCIAL								
Atlantic	6	4	-	-	-	1	6	5
Prairies	15	11	-	-	6	-	21	11
Canada	21	15	-	-	6	1	27	16

The Pacific region had the highest rate of federal decisions affirmed in 1998/99 (95%) followed by the Atlantic, Quebec and Ontario regions (at 93%), and the Prairies (at 92%). The Quebec region was the only region that had federal decisions altered in 1998/99 (6 Quebec decisions were altered).

The number of federal appeal cases processed from the Atlantic region dropped 29% in 1998/99 (to 30 from 42 in 1997/98), while the Prairies were down 19% and Ontario was down 9%. The Pacific region had 27% more appeals in 1998/99 and Quebec had 7% more.

The number of provincial appeals processed from the Prairie region dropped from 21 in 1997/98 to 11 in 1998/99. The initial decision was affirmed in all 11 Prairie cases processed in 1998/99. The Atlantic region accounted for 5 appeal cases processed in 1998/99. The initial decision was affirmed in 4 of the 5 Atlantic cases processed in 1998/99, with a new review being ordered in 1 case.

Table 68 Source: NPB

APPEAL RATE by DECISION TYPE (1997/98 & 1998/99)						
Decision Type	# Appealable Decisions		# of Appeal Decisions		Appeal Rate	
	1997/98	1998/99	1997/98	1998/99	1997/98	1998/99
ETA	28	36	1	3	3.6%	8.3%
UTA	233	265	17	26	7.3%	9.8%
Day Parole						
• Pre-release	2196	2104	137	159	6.2%	7.6%
• Post-release	489	494	35	36	7.2%	7.3%
Full Parole						
• Pre-release	3144	3053	162	144	5.2%	4.7%
• Post-release	677	471	27	19	4.0%	4.0%
Statutory Release	2975	2400	63	53	2.1%	2.2%
Detention	372	306	71	47	19.1%	15.4%
Total	10114	9129	513	487	5.1%	5.3%

Detention decisions were appealed far more often than any other type of decision over the last 2 years. In 1998/99, 15.4% of all appeal decisions were in relation to detention decisions, the next most common appeal by decision type was UTA and ETA (9.8% and 8.3%) followed by day parole (7.6% pre-release, 7.3% post-release).

3.2.2 Performance Indicators for Offenders on Conditional Release

This section provides information on the performance of offenders in the community, after the Board has made a decision to grant day or full parole. Comparisons are also made with the performance of offenders who enter the community on statutory release.

As you will see, NPB performance indicators yield consistent messages: 1) Conditional release contributes to public safety; and, 2) Parole, based on case specific risk assessment, is the most effective form of conditional release. That is, while accelerated parole review and statutory release contain elements of success, the regular process of risk-based review and selection for day or full parole consistently produces better results. Offenders selected for parole are more likely to complete their period of supervision in the community and are less likely to re-offend (violently or non-violently) before or after warrant expiry than offenders released as a result of statute-based systems such as accelerated parole review or statutory release.

The Board measures the success and failure of offenders on day parole, full parole and statutory release over the short, medium, and long term. Recognizing public concerns for safety, and the intent of the CCRA, information on the performance of offenders in the community addresses violent recidivism as a priority. NPB performance indicators include:

i. Short term - charges for serious offences;
ii. Medium term - outcomes for conditional release (day parole, full parole and statutory release);
iii. Long term - post warrant expiry recidivism for full parole and statutory release.

Time Under Supervision:

This section provides information on the average length of the federal supervision period for offenders on day parole, full parole and statutory release. This information provides a useful context to the discussion of performance indicators for offenders on conditional release, particularly in relation to outcomes for conditional release.

As you will see, the length of the supervision period varies considerably depending on the type of conditional release. The length of the supervision period impacts on the offender's likelihood of successfully completing the sentence in the community because longer supervision periods provide more opportunities for failure.

Table 69 Source: NPB

AVERAGE LENGTH of FEDERAL SUPERVISION PERIODS[20] in MONTHS (from 1994/95 to 1998/99)

Release Type	Successful Completions	Revocations for Breach of Cond.	Recidivism - Non-Violent	Recidivism - Violent	Average Length
Day Parole – Regular	4.5	4.3	4.1	4.4	4.5
Day Parole – APR[21]	4.3	3.9	2.5	2.8	4.1
All Day Parole	**4.5**	**4.3**	**3.9**	**4.3**	**4.4**
Full Parole – Regular	32.6	17.9	18.2	19.9	28.9
Full Parole – APR	22.7	9.9	8.7	8.4	16.8
All Full Parole[22]	**29.5**	**13.6**	**13.0**	**16.9**	**24.2**
Statutory Release	**6.8**	**5.3**	**5.2**	**6.4**	**6.2**

The average supervision period for all federal full parole completions during the last 5 years was almost 4 times longer than offenders on statutory release, and 5½ times longer than day parolees. Over the last 5 years federal full parolees serving determinate sentences spent an average of 24.2 months in the community before their supervision period ended (regular full parole 28.9 months, APR full parole 16.8 months) while offenders on statutory release averaged 6.2 months and day parolees averaged 4.4 months (regular day parole – 4.5 months, APR day parole 4.1 months).

Offenders released on APR are revoked significantly earlier than offenders released on regular parole. Over the last 5 years, the average supervision period length for regular full paroles that had any type of revocation was 18.3 months (56% [18.3 ÷ 32.6] of the average supervision period length for successful completions) compared to 9.4 months for offenders released on APR full parole (41% of the average length of successful completions).

Violent recidivism occurs even earlier for day and full parolees on APR. Day parolees who recidivate violently on APR do so after serving an average of 65% of the time required to successfully complete day parole APR (2.8 months ÷ 4.3 months) while violent recidivism for regular day parolees occurs after serving an average of 98% of the time required to successfully complete the supervision period (4.4 ÷ 4.5). Full parolees who recidivate violently on APR do so after serving an average of 37% of the time required to successfully complete full parole APR

(8.4 ÷ 22.7) while violent recidivism for regular full parole occurs after serving an average of 61% (19.9 ÷ 32.6) of the time required to successfully complete the supervision period

Table 70 Source: NPB

LENGTH of FEDERAL SUPERVISION PERIODS for SUCCESSFUL COMPLETIONS (1994/95 to 1998/99)

Length of Supervision Period	Day Parole	Full Parole	Statutory Release
Under 3 Months	27.0%	0.6%	40.1%
3 to 6 Months	61.5%	0.5%	15.9%
6 to 9 Months	10.5%	1.0%	14.9%
9 to 12 Months	0.6%	4.1%	11.8%
1 to 2 Years	0.3%	50.3%	15.1%
Over 2 Years	0.1%	43.6%	2.3%

94% of all successfully completed federal full paroles during the last 5 years were more than 1 year long, with 44% of these being over 2 years long, while just 1% of full parole successful completions were for 6 months or less. In comparison, 88% of day parole successful completions and 56% of statutory release successful completions were for six months or less. In fact, 40% of offenders that successfully complete SR are released within 3 months of warrant expiry, while only 17% of successful SR releases are over 1 year from warrant expiry.

Table 71 Source: NPB

LENGTH of FEDERAL SUPERVISION PERIODS for REVOCATIONS FOR BREACH OF CONDITIONS (1994/95 to 1998/99)

Length of Supervision Period	Day Parole	Full Parole	Statutory Release
Under 3 Months	27.3%	8.3%	31.4%
3 to 6 Months	64.5%	18.6%	36.8%
6 to 9 Months	7.1%	15.3%	18.3%
9 to 12 Months	0.7%	11.2%	7.7%
1 to 2 Years	0.3%	31.5%	5.1%
Over 2 Years	0.0%	15.1%	0.7%

47% of all federal full parolees that were revoked for a breach of conditions during the last 5 years had been in the community for more than 1 year, with the largest proportion of breaches occurring between 1 and 2 years after release (31.5%). The largest proportion of statutory release breaches occurred between 3 and 6 months after release (36.8%) and 68% of SR revocations occurred within 6 months of release. Most day parole revocations for breach of conditions (65%) occurred between 3 and 6 months after release, while 27% occurred less than 3 months after release and 7% occurred between 6 and 9 months after release.

Table 72 Source: NPB

LENGTH of FEDERAL SUPERVISION PERIODS for REVOCATION WITH NON-VIOLENT OFFENCE (1994/95 to 1998/99)

Length of Supervision Period	Day Parole	Full Parole	Statutory Release
Under 3 Months	34.8%	9.9%	34.1%
3 to 6 Months	57.2%	20.9%	35.7%
6 to 9 Months	7.4%	15.1%	18.2%
9 to 12 Months	0.4%	12.4%	6.2%
1 to 2 Years	0.1%	27.3%	5.0%
Over 2 Years	0.0%	14.4%	0.8%

42% of all federal full parolees that were revoked with a non-violent offence during the last 5 years had been in the community for more than 1 year, with the largest proportion of non-violent offences occurring between 1 and 2 years after release (27.3%). The largest proportion of statutory release revocations with a non-violent offence occurred between 3 and 6 months after release (35.7%) and 70% of SR revocations with non-violent offence occurred within 6 months of release. 35% of day parole revocations with a non-violent offence occurred less than 3 months after release, while 57% occurred between 3 and 6 months after release and 7% occurred between 6 and 9 months after release.

Table 73 Source: NPB

LENGTH of FEDERAL SUPERVISION PERIODS for REVOCATION WITH VIOLENT OFFENCE (1994/95 to 1998/99)

Length of Supervision Period	Day Parole	Full Parole	Statutory Release
Under 3 Months	24.6%	6.9%	27.4%
3 to 6 Months	64.9%	18.7%	35.8%
6 to 9 Months	10.1%	10.4%	19.5%
9 to 12 Months	0.4%	11.4%	7.3%
1 to 2 Years	0.0%	26.0%	8.2%
Over 2 Years	0.0%	26.6%	1.7%

53% of all federal full parolees that were revoked with a violent offence during the last 5 years had been in the community for more than 1 year, with the largest proportion of violent offences occurring more than 2 years after release (26.6%). The largest proportion of statutory release revocations with a violent offence occurred between 3 and 6 months after release (35.8%) and 63% of SR revocations with violent offence occurred within 6 months of release. Most day parole revocations with violent offence (65%) occurred between 3 and 6 months after release, while 25% occurred less than 3 months after release and 10% occurred between 6 and 9 months after release.

i. SHORT TERM INDICATOR - CHARGES FOR SERIOUS OFFENCES

The Correctional Service of Canada and the National Parole Board monitor charges against offenders on conditional release for the eight most serious offence categories:

Murder;
Attempted murder;
Sexual assault;
Major assault;
Hostage taking;
Forcible confinement;
Armed robbery;
Other sensational incidents
(Includes arson, major drug seizures, etc.).

Table 74

Source: CSC

CHARGES for SERIOUS OFFENCES										
Offence Type	**90/91**	**91/92**	**92/93**	**93/94**	**94/95**	**95/96**	**96/97**	**97/98**	**98/99**	**Avg.**
Murder	20	30	21	16	16	15	10	9	7	16
Attempted Murder	19	24	17	9	13	15	7	9	6	13
Sexual Assault	49	48	43	43	49	22	31	23	32	38
Major Assault	40	39	34	27	25	21	28	34	31	31
Hostage Taking	5	6	1	4	5	3	1	1	2	3
Forcible Confinement	10	12	19	9	3	5	4	6	2	8
Armed Robbery	73	64	88	102	113	71	91	80	70	84
Other Sensational	19	14	3	30	32	13	24	27	15	20
Total Serious Offence Charges	**235**	**237**	**226**	**240**	**256**	**165**	**196**	**189**	**165**	**212**
Average Supervised Offender Population	8011	8466	8705	8754	8380	7987	7707	7859	8233	8234
Serious Offences/ Avg Supervised Pop.	2.9%	2.8%	2.6%	2.7%	3.1%	2.1%	2.5%	2.4%	2.0%	2.6%

Charges for serious offences against offenders on conditional release dropped 13% in 1998/99 (to 165 from 189 in 1997/98), while the supervised population increased by 4.8% (from 7859 to 8233). The 1998/99 total of 165 serious offence charges is tied with 1995/96 as the lowest number in at least 9 years and it is 36% below the 9-year high of 256 offences in 1994/95.

The proportion of charges for serious offences to average supervised offender population reached 2.0% in 1998/99, its lowest level in at least 9 years (⇩0.4% from 2.4% in 1997/98). This is 30% lower than the average proportion over the last 9 years (2.6%) and 55% lower than the highest proportion of 3.1%, which was recorded in 1994/95.

Table 75 Source: CSC

CHARGES for SERIOUS OFFENCES by RELEASE TYPE

Release Type	90/91	91/92	92/93	93/94	94/95	95/96	96/97	97/98	98/99	Avg.
Day parole	62	66	73	68	64	14	12	26	19	45
Full parole	63	72	55	79	69	44	50	37	34	56
Stat. Release	110	99	98	93	123	107	134	126	112	111
Total	**235**	**237**	**226**	**240**	**256**	**165**	**196**	**189**	**165**	**212**

Offenders on statutory release continue to be far more likely to be charged with a serious offence than day or full parolees. Offenders on SR accounted for 1,002 (53%) of the 1909 serious offence charges between 1990/91 to 1998/99, while offenders on day and full parole accounted for 404 charges (21%) and 503 charges (26%) respectively.

Since 1995/96 offenders on statutory release have accounted for 67% of all serious offence charges by offenders on conditional release compared to their 30% proportion of the federal conditional release population. During this period, day parole accounted for 10% and full parole accounted for 23% of all charges for serious offences compared to their 15% and 55% proportions of the conditional release population.

Over the last 4 years APR cases accounted for 46% of all full parole supervision periods completed (3456 of 7482) and 24% of all serious offence charges against full parolees(40 of 165). Over the last 2 years APR cases accounted for 21% of day parole supervision periods completed (1389 of 6529) and 20% of all serious offence charges (9 of 45). This is an interesting finding given that offenders released on APR are supposed to be less risky.

Table 76 Source: CSC

RATES of CHARGES for SERIOUS OFFENCES per 1000 OFFENDERS on CONDITIONAL RELEASE

Release Type	90/91	91/92	92/93	93/94	94/95	95/96	96/97	97/98	98/99	Avg.
Day Parole	38	37	38	43	48	12	12	21	13	29
Full Parole	15	16	12	15	14	9	12	9	8	12
Stat. Release	50	45	46	46	62	48	56	50	45	50
Average	29	28	26	27	31	21	25	24	20	26

Over the last 4 years offenders on statutory release were over 5 times more likely to be charged with a serious offence than full parolees and about 3½ times more likely than offenders on day parole. Since 1995/96 offenders on statutory release have been charged with an average of 49.5 offences per 1000 offenders on statutory release while full parolees have averaged 9.5 per 1000 full parolees, and day parole has averaged 14.5 per 1000 day parolees.

Annual rates of charge for serious offence per 1000 offenders on statutory release have ranged from 45 to 62 over the last 9 years. In contrast, rates per 1000 full parolees have ranged from a high of 16 in 1991/92 to a low of 8 in 1998/99. Prior to 1995/96, rates of charge per 1000 day parolees (37 to 48) approximated rates for SR. However, in 1995/96 and 1996/97 the annual rates

of charge per 1000 day parolees dropped sharply to 12, while the SR rates were 48 and 56 during those two years. The day parole rate increased to 21 in 1997/98 but dropped back down to 13 in 1998/99.

Table 77 Source: CSC

RATES of CHARGES for SERIOUS OFFENCES per 1000 OFFENDERS on CONDITIONAL RELEASE ABORIGINAL vs. NON-ABORIGINAL

Release Type	1995/96		1996/97		1997/98		1998/99		4-Yr. Average	
	Abor	Non-Abor	Abor	Non-Abor	Abor	Non-Abor	Abor	Non-Abor	Abor	Non-Abor
Day Parole	23	10	32	9	57	16	31	10	37	12
Full Parole	18	9	23	11	22	8	27	7	23	8
Stat. Release	88	42	114	48	105	41	99	34	101	41
Average	51	18	70	22	71	19	63	15	64	19

Over the last 4 years Aboriginal offenders have been 3 times more likely to be charged with a serious offence while on day and full parole than non-Aboriginal offenders, and 2½ times more likely to be charged with a serious charge while on statutory release. Aboriginal offenders have been charged with 37 serious offences per 1000 offenders on day parole over the last 4 years compared to 12 for non-Aboriginal offenders. The 4-year average for Aboriginal full parolees is 23 compared to 8 for non-Aboriginals while Aboriginals on statutory release have averaged 101 compared to 41 for non-Aboriginals.

Aboriginal offenders were charged with serious offences while on conditional release 4.2 times more often than non-Aboriginal offenders in 1998/99 (63 compared to 15), this is up from 2.8 times more often in 1995/96 (51 compared to 18).

Charges By Region:

Table 78 Source: CSC

CHARGES for SERIOUS OFFENCES by REGION

Year	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
1990/91	17	69	52	58	39	235
1991/92	19	82	49	66	21	237
1992/93	7	84	43	72	20	226
1993/94	10	88	30	75	37	240
1994/95	15	84	47	75	35	256
1995/96	10	39	33	57	26	165
1996/97	14	59	36	64	23	196
1997/98	10	38	40	68	33	189
1998/99	14	26	40	62	23	165
Total	116	569	370	597	257	1,909
Proportion	6%	30%	19%	31%	13%	

Charges for serious offences by offenders on conditional release were down in three regions in 1998/99. The Quebec region posted the largest decrease in charges for serious offences in 1998/99 (⇩32%) followed by the Pacific (⇩30%) and the Prairies (⇩9%). The Atlantic region increased by 40% in 1998/99 (from 10 to 14) while the Ontario region was stable at 40 charges.

The Quebec region, which has accounted for 30% of all charges for serious offence since 1990/91, accounted for just 16% in 1998/99. Over the last 2 years the Quebec region has had a 56% drop in the number of charges for serious offences by offenders on conditional release (⇩33 from 59 in 1996/97 to 26 in 1998/99).

Table 79 Source: CSC

CHARGES for SERIOUS OFFENCES by REGION and OFFENCE TYPE (1990/91 to 1998/99)

Offence Type	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	#	%	#	%	#	%	#	%	#	%	#	%
Murder	18	13	53	37	29	20	31	22	13	9	144	8
Attempted Murder	7	6	51	43	24	20	28	23	9	8	119	6
Sexual Assault	31	9	67	20	76	22	115	34	51	15	340	18
Major Assault	15	5	44	15	56	20	129	46	35	13	279	15
Hostage Taking	1	4	17	61	2	7	4	14	4	14	28	1
Forcible Confinement	2	3	36	51	12	18	9	12	11	15	70	4
Armed Robbery	37	5	219	29	142	19	238	32	116	15	752	39
Other Sensational	5	3	82	46	29	17	43	24	18	10	177	9
Total	**116**	**6**	**569**	**30**	**370**	**19**	**597**	**31**	**257**	**13**	**1,909**	**100**

Armed robbery continues to be the most common serious offence charge by offenders on conditional release, accounting for 39% of all charges since 1990/91. The next most common offences are sexual assaults (18%) and major assaults (15%).

There are significant regional differences in the types of serious offences committed by offenders on conditional release. The Prairie region, with 31% of all serious offence charges since 1990/91, accounts for only 12% of unlawful confinements and 23% of murders or attempted murders, but 46% of major assaults. The Quebec region, with 30% of all serious offence charges since 1990/91, has accounted for 61% of hostage takings, 51% of unlawful confinements and 40% of murders or attempted murders during this period but only 15% of major assaults and 20% of sexual assaults. As well, the Atlantic region, with only 6% of all serious offence charges, has accounted for 13% of all murder charges for offenders on conditional release since 1990/91.

Table 80 Source: CSC

CHARGES for SERIOUS OFFENCES by REGION and OFFENCE TYPE for ABORIGINAL vs. NON-ABORIGINAL OFFENDERS (from 1995/96 to 1998/99)

Offence Type	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada			
	Abor	Non-Abor	Abor	Non-Abor	Abor	Non-Abor	Abor	Non-Abor	Abor	Non Abor	Abor #	Abor %	Non-Ab. #	Non-Ab. %
Murder	-	3	-	12	-	8	5	7	1	5	6	15	35	85
Attempted Murder	-	4	1	7	-	8	8	5	-	3	9	25	27	75
Sexual Assault	1	10	2	15	2	16	25	22	4	11	34	31	74	69
Major Assault	2	7	1	10	7	15	35	18	4	16	49	43	66	57
Hostage Taking	-	-	-	4	-	-	1	1	-	1	1	14	6	86
Forcible Confinement	-	1	1	2	-	4	-	4	1	4	2	12	15	88
Armed Robbery	1	18	2	72	5	68	49	49	15	33	72	23	240	77
Other Sensational	-	1	1	32	1	15	3	19	-	7	5	6	74	94
4-Year Total	**4**	**44**	**8**	**154**	**15**	**134**	**126**	**125**	**25**	**80**	**178**	**25**	**537**	**75**

There are significant differences in the types of serious offence that Aboriginal and non-Aboriginal offenders get charged with while on conditional release. Over the last 4 years Aboriginal offenders have accounted for 43% of all major assault charges, 31% of sexual assault charges, 25% of attempted murder charges and 23% of armed robbery charges for offenders on conditional release, compared to their 9% proportion of the average supervised offender population.

Aboriginal offenders with gang affiliations accounted for 23% of Aboriginal charges for serious offences over the last 4 years (41 of 178) while only 7% of non-Aboriginal offenders that were charged with serious offences had gang affiliations. Aboriginals with gang affiliations accounted for 50% of murder charges for Aboriginals on conditional release over the last 4 years (3 of 6), 40% of other sensational charges (2 of 5), 33% of attempted murder charges (3 of 9), and 31% of armed robbery charges (22 of 72).

Aboriginal offenders have accounted for 50% of all charges for serious offences in the Prairie region over the last 4 years compared to their 29% average proportion of the supervised population in the Prairie region during this period. Aboriginal offenders accounted for 66% of major assault charges in the Prairies region over the last 4 years, 62% of attempted murder charges, 53% of sexual assault charges and 50% of armed robbery charges.

Table 81 Source: CSC

PROPORTION of CHARGES for SERIOUS OFFENCES to SUPERVISED OFFENDER POPULATION by RELEASE TYPE (1997/98 & 1998/99)

		Percentages for supervised offender populations & charges for serious offences				Proportion of charges for serious offences to supervised offender population*			
		DP	FP	SR	Total	DP	FP	SR	Total
1997/98									
Atl.	Serious offences	3.8%	8.1%	4.8%	5.3%	-57%	-11%	-53%	-44%
	Supervised pop	8.9%	9.1%	10.2%	9.4%				
Que	Serious offences	15.4%	16.2%	22.2%	20.1%	-51%	-49%	-23%	-34%
	Supervised pop	31.2%	31.6%	28.7%	30.6%				
Ont.	Serious offences	11.5%	27.0%	21.4%	21.1%	-53%	+1%	-12%	-18%
	Supervised pop	24.6%	26.8%	24.3%	25.7%				
Pra.	Serious offences	30.8%	35.1%	37.3%	36.0%	+42%	+70%	+54%	+64%
	Supervised pop	21.7%	20.7%	24.2%	22.0%				
Pac.	Serious offences	38.5%	13.5%	14.3%	17.5%	+183%	+14%	+13%	+42%
	Supervised pop	13.6%	11.8%	12.6%	12.3%				
1998/99									
Atl.	Serious offences	10.5%	6.1%	9.0%	8.6%	+13%	-31%	-3%	-5%
	Supervised pop	9.3%	8.9%	9.3%	9.1%				
Que	Serious offences	5.3%	18.2%	17.1%	16.0%	-83%	-41%	-38%	-46%
	Supervised pop	31.5%	30.8%	27.4%	29.9%				
Ont.	Serious offences	36.8%	30.3%	19.8%	23.9%	+50%	+13%	-22%	-8%
	Supervised pop	24.6%	26.7%	25.5%	26.0%				
Pra.	Serious offences	26.3%	30.3%	41.4%	37.4%	+20%	+45%	+64%	+67%
	Supervised pop	22.0%	20.9%	25.2%	22.4%				
Pac.	Serious offences	21.1%	15.2%	12.6%	14.1%	+67%	+20%	0%	+12%
	Supervised pop	12.6%	12.7%	12.6%	12.6%				

* The proportion is calculated by dividing the proportion of serious offence charges by the proportion of the supervised offender population then subtracting 1. (Example using 1998/99 Quebec Total: 16.0% ÷ 29.9% = 0.54 - 1 = -0.46 or -46%)

The Quebec region's proportion of serious offence charges was 46% below its proportion of the supervised offender population in 1998/99. The proportion of serious offence charges was also below the proportion of supervised offender populations in the Ontario (-8%) and Atlantic (-5%) regions in 1998/99, while the Prairie and Pacific regions had 67% and 12%, more charges that their share of the supervised offender population.

The Pacific region had the biggest improvement in charges for serious offences to total supervised offender population in 1998/99 (⇩30% from +42% in 1997/98 to +12%), while the Atlantic region had the largest increase in charges for serious offences to total supervised population (⇧39% from -44% in 1997/98 to -5% in 1998/99).

Quebec day parolees did particularly well in 1998/99. The proportion of serious offence charges by Quebec day parolees was 83% below their proportion of the total day parole population. The Quebec and Atlantic regions (-41% and -31%, respectively) both had lower proportions of serious offence charges to full parole populations in 1998/99, while Ontario (+13%), the Pacific (+20%) and the Prairies (+45%) all had higher proportions. The most troublesome area for the

Prairie region during 1998/99 was with statutory release offenders who have 64% more serious offence charges than their proportion of the SR population.

The Pacific region, with a 116% decrease in the proportion of serious offence charges to day parole population in 1998/99 (from +183% in 1997/98 to +67% in 1998/99), had the biggest improvement in this area. However, they remain way above their proportional share of serious offence charges for day parole. The Ontario region had the largest increase in the proportion of charges for serious offences to day parole population in 1998/98 (⇧103% from -53% in 1997/98 to +50% in 1998/99).

The Prairie region had the biggest improvement in the proportion of serious offence charges to full parole population in 1998/99 (⇩25% from +70% in 1997/98 to +45%) while Ontario had the largest increase in proportion of serious offence charges to full parole population (⇧12% from +1% in 1997/98 to +13%). The Quebec region had the biggest improvement in the proportion of serious offence charges to statutory release population in 1998/99 (⇩15% from -23% in 1997/98 to -38%). The Atlantic region had the largest increase in proportion of serious offences to statutory release population (⇧50% from -53% to -3%)

ii. Medium Term Indicator - Outcome Rates for Conditional Release[23]

Factors influencing outcomes of conditional release are diverse and complex. But there are strong and persistent indications offenders released on parole (based on risk assessment and discretionary release) are more likely to successful complete their supervision period than offenders released on statutory release.

This section provides information on outcome rates for day parole, full parole and statutory release based on how the release period ended. Conditional release periods end in one of three ways[24]:

- Successful completion[25] - releases in which the offender remains under supervision in the community from release date to the end of the period of supervision (WED for full parole and statutory release).
- Revocation for breach of conditions - defined as positive interventions to reduce risk to the community.
- Recidivism - defined as any conditional release that results in revocation for a new offence. Information on recidivism distinguishes between violent and non-violent[26] re-offending consistent with the intent of the CCRA, and public concerns for safety.

Outcome Rates for Federal Offenders on Day Parole:

Table 82 **Source: NPB SIRS**

OUTCOME RATES for ALL FEDERAL DAY PAROLE										
Outcome	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Successful Completions	3,043	77.5	2,683	81.2	2,314	83.2	2,528	82.5	2,890	83.5
Revoked for breach of cond	644	16.4	433	13.1	330	11.9	371	12.1	363	10.5
RECIDIVISM (Revocations with offence)										
Non-violent	160	4.1	130	3.9	104	3.7	134	4.4	186	5.4
Violent	77	2.0	60	1.8	34	1.2	33	1.1	24	0.7
Total Recidivism	**237**	**6.0**	**190**	**5.7**	**138**	**5.0**	**166**	**5.4**	**210**	**6.1**
Total Completions	**3,924**	**100**	**3,306**	**100**	**2,782**	**100**	**3,066**	**100**	**3,463**	**100**

The day parole program has had significantly higher successful completion rates (between 77.5% and 83.5%) than full parole (63.2% to 72.3%) or statutory release (56.7% to 60.5%) during each of the last 5 years. The day parole successful completion rate increased from 77.5% in 1994/95 to 83.5% in 1998/99 while the rate of revocation for breach of conditions decreased from 16.4% in 1994/95 to 10.5% in 1998/99. The recidivism rate has remained in the 5% to 6% range over the last 5 years, with violent recidivism accounting for between 0.7% and 2% of completions during this period.

The total number of day parole completions increased by 13% in 1998/99 (⇧397 to 3,463). Total day parole completions have increased 24% in the last 2 years (⇧681 from 2,782 in 1996/97), after dropping 29% between 1994/95 and 1996/97 (⇩1,142 from 3,924 to 2,782).

Table 83 Source: NPB SIRS

OUTCOME RATES for FEDERAL DAY PAROLE by REGULAR and APR

Outcome	Regular				Accelerated Parole Review			
	1997/98		1998/99		1997/98		1998/99	
	#	%	#	%	#	%	#	%
Successful Completions	2,158	82.6	2,104	83.2	370	81.5	786	84.1
Revocations for Breach of Conditions	323	12.4	279	11.0	48	10.6	84	9.0
RECIDIVISM (Revocations with offence)								
Non-violent	101	3.9	128	5.1	33	7.3	58	6.2
Violent	30	1.1	17	0.7	3	0.7	7	0.7
Total Recidivism	**131**	**5.0**	**145**	**5.7**	**36**	**7.9**	**65**	**7.0**
Total Completions	**2,612**	**100.0**	**2,528**	**100.0**	**454**	**100.0**	**935**	**100.0**

Accelerated day parole review (ADPR) cases had a slightly higher successful completion rate (84.1%) than regular day parole cases (83.2%) in 1998/99, but were also more likely to recidivate non-violently (ADPR 6.2%, regular DP 5.1%). The violent recidivism rate was the same for both ADPR and regular day parole in 1998/99 (0.7%).

The successful completion rate increased by 2.6% for ADPR in 1998/99 (from 81.5% in 1997/98 to 84.1% in 1998/99) and by 0.6% for regular DP cases (from 82.6% to 83.2%).

Table 84 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL DAY PAROLE by OFFENCE of CONVICTION (%)

Outcome	Murder		Schedule I Sex Offence		Schedule I Non-Sex		Schedule II		Non-Schedule		Total	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Successful Completions	91.9	95.4	90.1	93.7	77.6	79.9	92.5	91.9	72.9	70.1	82.5	83.5
Revoked for breach of cond	7.5	4.1	8.7	5.1	16.0	13.5	5.7	6.3	14.8	14.9	12.1	10.5
RECIDIVISM (Revocations with offence)												
Non-violent	0.6	0.5	1.2	1.2	4.3	5.3	1.6	1.8	11.3	13.9	4.4	5.4
Violent	0.0	0.0	0.0	0.0	2.1	1.3	0.2	0.0	1.0	1.0	1.1	0.7
Total Recidivism	**0.6**	**0.5**	**1.2**	**1.2**	**6.4**	**6.5**	**1.7**	**1.8**	**12.3**	**14.9**	**5.4**	**6.1**
Total # of Completions	**333**	**368**	**343**	**334**	**1220**	**1344**	**576**	**727**	**594**	**690**	**3066**	**3463**

Day parolees serving a sentence for a non-scheduled offence continued to be far less likely to successfully complete their supervision period than all other offence types in 1998/99. Non-

Outcome Rates for Federal Offenders on Day Parole:

Table 82 **Source: NPB SIRS**

OUTCOME RATES for ALL FEDERAL DAY PAROLE										
Outcome	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Successful Completions	3,043	77.5	2,683	81.2	2,314	83.2	2,528	82.5	2,890	83.5
Revoked for breach of cond	644	16.4	433	13.1	330	11.9	371	12.1	363	10.5
RECIDIVISM (Revocations with offence)										
Non-violent	160	4.1	130	3.9	104	3.7	134	4.4	186	5.4
Violent	77	2.0	60	1.8	34	1.2	33	1.1	24	0.7
Total Recidivism	**237**	**6.0**	**190**	**5.7**	**138**	**5.0**	**166**	**5.4**	**210**	**6.1**
Total Completions	**3,924**	**100**	**3,306**	**100**	**2,782**	**100**	**3,066**	**100**	**3,463**	**100**

The day parole program has had significantly higher successful completion rates (between 77.5% and 83.5%) than full parole (63.2% to 72.3%) or statutory release (56.7% to 60.5%) during each of the last 5 years. The day parole successful completion rate increased from 77.5% in 1994/95 to 83.5% in 1998/99 while the rate of revocation for breach of conditions decreased from 16.4% in 1994/95 to 10.5% in 1998/99. The recidivism rate has remained in the 5% to 6% range over the last 5 years, with violent recidivism accounting for between 0.7% and 2% of completions during this period.

The total number of day parole completions increased by 13% in 1998/99 (⇧397 to 3,463). Total day parole completions have increased 24% in the last 2 years (⇧681 from 2,782 in 1996/97), after dropping 29% between 1994/95 and 1996/97 (⇩1,142 from 3,924 to 2,782).

Table 83 Source: NPB SIRS

OUTCOME RATES for FEDERAL DAY PAROLE by REGULAR and APR

Outcome	Regular				Accelerated Parole Review			
	1997/98		1998/99		1997/98		1998/99	
	#	%	#	%	#	%	#	%
Successful Completions	2,158	82.6	2,104	83.2	370	81.5	786	84.1
Revocations for Breach of Conditions	323	12.4	279	11.0	48	10.6	84	9.0
RECIDIVISM (Revocations with offence)								
Non-violent	101	3.9	128	5.1	33	7.3	58	6.2
Violent	30	1.1	17	0.7	3	0.7	7	0.7
Total Recidivism	**131**	**5.0**	**145**	**5.7**	**36**	**7.9**	**65**	**7.0**
Total Completions	**2,612**	**100.0**	**2,528**	**100.0**	**454**	**100.0**	**935**	**100.0**

Accelerated day parole review (ADPR) cases had a slightly higher successful completion rate (84.1%) than regular day parole cases (83.2%) in 1998/99, but were also more likely to recidivate non-violently (ADPR 6.2%, regular DP 5.1%). The violent recidivism rate was the same for both ADPR and regular day parole in 1998/99 (0.7%).

The successful completion rate increased by 2.6% for ADPR in 1998/99 (from 81.5% in 1997/98 to 84.1% in 1998/99) and by 0.6% for regular DP cases (from 82.6% to 83.2%).

Table 84 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL DAY PAROLE by OFFENCE of CONVICTION (%)

Outcome	Murder		Schedule I Sex Offence		Schedule I Non-Sex		Schedule II		Non-Schedule		Total	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Successful Completions	91.9	95.4	90.1	93.7	77.6	79.9	92.5	91.9	72.9	70.1	82.5	83.5
Revoked for breach of cond	7.5	4.1	8.7	5.1	16.0	13.5	5.7	6.3	14.8	14.9	12.1	10.5
RECIDIVISM (Revocations with offence)												
Non-violent	0.6	0.5	1.2	1.2	4.3	5.3	1.6	1.8	11.3	13.9	4.4	5.4
Violent	0.0	0.0	0.0	0.0	2.1	1.3	0.2	0.0	1.0	1.0	1.1	0.7
Total Recidivism	**0.6**	**0.5**	**1.2**	**1.2**	**6.4**	**6.5**	**1.7**	**1.8**	**12.3**	**14.9**	**5.4**	**6.1**
Total # of Completions	**333**	**368**	**343**	**334**	**1220**	**1344**	**576**	**727**	**594**	**690**	**3066**	**3463**

Day parolees serving a sentence for a non-scheduled offence continued to be far less likely to successfully complete their supervision period than all other offence types in 1998/99. Non-

scheduled offenders successfully completed their day parole period 70.1% of the time in 1998/99 compared to a 95.4% successful completion rate for murders, 93.7% for sex offenders, 91.9% for schedule II offenders and 79.9% for schedule I non-sex offenders.

Non-scheduled offenders were also far more likely to recidivate on day parole than any other offence type and accounted for almost half of all day parole revocations with offence in 1998/99 (103 of 210 revocations with offence). However, Schedule I non-sex offenders were more likely to be revoked with violent offence than non-scheduled offenders. These two categories accounted for all 24 day parole revocations with violent offence in 1998/99 and 32 out of 33 revocations with violent offence in 1997/98.

Table 85 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL DAY PAROLE by ABORIGINAL vs. NON-ABORIGINAL

Outcome	Aboriginal				Non-Aboriginal				2-Yr. Avg.	
	1997/98		1998/99		1997/98		1998/99		Abor	Non-Ab
	#	%	#	%	#	%	#	%	%	%
Successful Completions	286	74.1	325	71.4	2242	83.7	2565	85.3	72.7	84.5
Revocations for Breach of Conditions	71	18.4	80	17.6	300	11.2	283	9.4	18.0	10.4
RECIDIVISM (Revocations with offence)										
Non-violent	22	5.7	40	8.8	112	4.2	146	4.9	7.4	4.5
Violent	7	1.8	10	2.2	26	1.0	14	0.5	2.0	0.7
Total Recidivism	**29**	**7.5**	**50**	**11.0**	**138**	**5.1**	**160**	**5.3**	**9.4**	**5.2**
Total Completions	**386**	**100.0**	**455**	**100.0**	**2680**	**100.0**	**3008**	**100.0**	**841**	**5688**

The day parole successful completion rate for Aboriginal offenders (74.1% and 71.4%) was significantly lower than the rate non-Aboriginal offenders (83.7% and 85.3%) in 1997/98 and 1998/99. Aboriginal offenders also had significantly higher rates of recidivism (7.5% and 11.0%) than non-Aboriginal offenders (5.1% and 5.3%) and the offence was more than twice as likely to be violent.

Table 86 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL DAY PAROLE by MALE vs. FEMALE

Outcome	Male				Female				2-Yr. Avg.	
	1997/98		1998/99		1997/98		1998/99		Male	Female
	#	%	#	%	#	%	#	%	%	%
Successful Completions	2404	82.2	2728	83.5	124	87.3	162	82.7	82.9	84.6
Revocations for Breach of Conditions	358	12.2	339	10.4	13	9.2	24	12.2	11.3	10.9
RECIDIVISM (Revocations with offence)										
Non-violent	129	4.4	177	5.4	5	3.5	9	4.6	4.9	4.1
Violent	33	1.1	23	0.7	0	0.0	1	0.5	0.9	0.3
Total Recidivism	**162**	**5.5**	**200**	**6.1**	**5**	**3.5**	**10**	**5.1**	**5.8**	**4.4**
Total Completions	**2924**	**100.0**	**3267**	**100.0**	**142**	**100.0**	**196**	**100.0**	**6191**	**338**

The female day parole successful completion rate decreased by 4.6% in 1998/99 to 82.7 while the male successful completion rate increased by 1.3% to 83.5%. This gave male offenders a higher day parole successful completion rate than female offenders for the first time in at least 5 years. Male offenders continued to have a higher recidivism rate (6.1%) than females (5.1%) in 1998/99, but the female recidivism rate is 1.6% higher than its average over the previous 4 years (3.5% for 1994/95 to 1997/98). Perhaps the 36% increase in the female day parole population in 1998/99 may be impacting on their outcome rates.

Table 87 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL DAY PAROLE by REGION (%)

Outcome	Atlantic		Quebec		Ontario		Prairies		Pacific		Total	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Successful Completions	80.3	76.8	85.6	87.0	88.2	88.5	76.0	78.8	78.8	81.8	82.5	83.5
Revoked for breach of cond	14.8	13.2	10.6	10.0	7.3	6.5	15.7	13.5	15.2	10.0	12.1	10.5
RECIDIVISM (Revocations with offence)												
Non-violent	4.7	9.5	3.0	2.8	3.7	4.0	6.8	6.9	4.0	7.1	4.4	5.4
Violent	0.3	0.5	0.8	0.2	0.9	1.1	1.6	0.8	2.0	1.2	1.1	0.7
Total Recidivism	**4.9**	**10.0**	**3.8**	**3.0**	**4.6**	**5.0**	**8.3**	**7.7**	**6.0**	**8.3**	**5.4**	**6.1**
Total # of Completions	**365**	**400**	**889**	**1032**	**702**	**754**	**709**	**866**	**401**	**411**	**3066**	**3463**

The Ontario region had the highest day parole successful completion rate for the 5th straight year in 1998/99 at 88.5%. This was followed by Quebec at 87.0%, the Pacific at 81.8%, the Prairies at 78.8% and the Atlantic at 76.8%.

scheduled offenders successfully completed their day parole period 70.1% of the time in 1998/99 compared to a 95.4% successful completion rate for murders, 93.7% for sex offenders, 91.9% for schedule II offenders and 79.9% for schedule I non-sex offenders.

Non-scheduled offenders were also far more likely to recidivate on day parole than any other offence type and accounted for almost half of all day parole revocations with offence in 1998/99 (103 of 210 revocations with offence). However, Schedule I non-sex offenders were more likely to be revoked with violent offence than non-scheduled offenders. These two categories accounted for all 24 day parole revocations with violent offence in 1998/99 and 32 out of 33 revocations with violent offence in 1997/98.

Table 85 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL DAY PAROLE by ABORIGINAL vs. NON-ABORIGINAL

Outcome	Aboriginal				Non-Aboriginal				2-Yr. Avg.	
	1997/98		1998/99		1997/98		1998/99		Abor	Non-Ab
	#	%	#	%	#	%	#	%	%	%
Successful Completions	286	74.1	325	71.4	2242	83.7	2565	85.3	72.7	84.5
Revocations for Breach of Conditions	71	18.4	80	17.6	300	11.2	283	9.4	18.0	10.4
RECIDIVISM (Revocations with offence)										
Non-violent	22	5.7	40	8.8	112	4.2	146	4.9	7.4	4.5
Violent	7	1.8	10	2.2	26	1.0	14	0.5	2.0	0.7
Total Recidivism	**29**	**7.5**	**50**	**11.0**	**138**	**5.1**	**160**	**5.3**	**9.4**	**5.2**
Total Completions	**386**	**100.0**	**455**	**100.0**	**2680**	**100.0**	**3008**	**100.0**	**841**	**5688**

The day parole successful completion rate for Aboriginal offenders (74.1% and 71.4%) was significantly lower than the rate non-Aboriginal offenders (83.7% and 85.3%) in 1997/98 and 1998/99. Aboriginal offenders also had significantly higher rates of recidivism (7.5% and 11.0%) than non-Aboriginal offenders (5.1% and 5.3%) and the offence was more than twice as likely to be violent.

Table 86 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL DAY PAROLE by MALE vs. FEMALE

Outcome	Male				Female				2-Yr. Avg.	
	1997/98		1998/99		1997/98		1998/99		Male	Female
	#	%	#	%	#	%	#	%	%	%
Successful Completions	2404	82.2	2728	83.5	124	87.3	162	82.7	82.9	84.6
Revocations for Breach of Conditions	358	12.2	339	10.4	13	9.2	24	12.2	11.3	10.9
RECIDIVISM (Revocations with offence)										
Non-violent	129	4.4	177	5.4	5	3.5	9	4.6	4.9	4.1
Violent	33	1.1	23	0.7	0	0.0	1	0.5	0.9	0.3
Total Recidivism	**162**	**5.5**	**200**	**6.1**	**5**	**3.5**	**10**	**5.1**	**5.8**	**4.4**
Total Completions	**2924**	**100.0**	**3267**	**100.0**	**142**	**100.0**	**196**	**100.0**	**6191**	**338**

The female day parole successful completion rate decreased by 4.6% in 1998/99 to 82.7 while the male successful completion rate increased by 1.3% to 83.5%. This gave male offenders a higher day parole successful completion rate than female offenders for the first time in at least 5 years. Male offenders continued to have a higher recidivism rate (6.1%) than females (5.1%) in 1998/99, but the female recidivism rate is 1.6% higher than its average over the previous 4 years (3.5% for 1994/95 to 1997/98). Perhaps the 36% increase in the female day parole population in 1998/99 may be impacting on their outcome rates.

Table 87 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL DAY PAROLE by REGION (%)

Outcome	Atlantic		Quebec		Ontario		Prairies		Pacific		Total	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Successful Completions	80.3	76.8	85.6	87.0	88.2	88.5	76.0	78.8	78.8	81.8	82.5	83.5
Revoked for breach of cond	14.8	13.2	10.6	10.0	7.3	6.5	15.7	13.5	15.2	10.0	12.1	10.5
RECIDIVISM (Revocations with offence)												
Non-violent	4.7	9.5	3.0	2.8	3.7	4.0	6.8	6.9	4.0	7.1	4.4	5.4
Violent	0.3	0.5	0.8	0.2	0.9	1.1	1.6	0.8	[illegible].0	1.2	1.1	0.7
Total Recidivism	**4.9**	**10.0**	**3.8**	**3.0**	**4.6**	**5.0**	**8.3**	**7.7**	**6.[illegible]**	**8.3**	**5.4**	**6.1**
Total # of Completions	**365**	**400**	**889**	**1032**	**702**	**754**	**709**	**866**	**401**	**411**	**3066**	**3463**

The Ontario region had the highest day parole successful completion rate for the 5th straight year in 1998/99 at 88.5%. This was followed by Quebec at 87.0%, the Pacific at 81.8%, the Prairies at 78.8% and the Atlantic at 76.8%.

The Quebec region had the lowest violent (0.2%) and non-violent (2.8%) recidivism rates in 1998/99 while the Pacific region had the highest violent recidivism rate (1.2%) and the Atlantic had the highest non-violent recidivism rate (9.5%).

Outcome Rates for Provincial Offenders on Day Parole:

Table 88

Source: NPB SIRS

OUTCOME RATES for PROVINCIAL DAY PAROLE										
Outcome	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	227	84.7	255	81.0	217	83.1	178	82.0	166	79.4
Revoked for breach of cond	38	14.2	53	16.8	36	13.8	33	15.2	32	15.3
RECIDIVISM (Revocations with offence)										
Non-violent	1	0.4	5	1.6	7	2.7	6	2.8	10	4.8
Violent	2	0.7	2	0.6	1	0.4	0	0.0	1	0.5
Total Recidivism	**3**	**1.1**	**7**	**2.2**	**8**	**3.1**	**6**	**2.8**	**11**	**5.3**
Total Completions	**268**	**100**	**315**	**100**	**261**	**100**	**217**	**100**	**209**	**100**

The provincial day parole successful completion rate was 79.4% in 1998/99, down 2.6% from 82.0% in 1997/98 and 5.3% from the 5 year high of 84.7% in 1994/95. The recidivism rate increased to 5.3% in 1998/99 (⇧2.5%). Provincial day parole completions decreased by 4% in 1998/99 (to 209) and they are down 31% from the 5 year high of 315 in 1995/96.

Table 89

Source: NPB SIRS

OUTCOME RATES for PROVINCIAL DAY PAROLE by RACE and GENDER for LAST 5 YEARS (from 1994/95 to 1998/99)										
Outcome	**Aboriginal**		**Non-Abor.**		**Male**		**Female**		**Total**	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	166	76.1	877	83.4	969	82.2	74	81.3	1043	82.1
Revoked for breach of cond	45	20.6	147	14.0	180	15.3	12	13.2	192	15.1
RECIDIVISM (Revocations with offence)										
Non-violent	6	2.8	23	2.2	24	2.0	5	5.5	29	2.3
Violent	1	0.5	5	0.5	6	0.5	0	0.0	6	0.5
Total Recidivism	**7**	**3.2**	**28**	**2.7**	**30**	**2.5**	**5**	**5.5**	**35**	**2.8**
Total Completions	**218**	**100**	**1052**	**100**	**1179**	**100**	**91**	**100**	**1270**	**100**

Over the last 5 years Aboriginal offenders on provincial day parole were 7.3% less likely to successfully complete than non-Aboriginal offenders (76.1% compared to 83.4%) and 6.6% more likely to have been revoked for breach of conditions (20.6% to 14.0%). The recidivism rates were about the same (Aboriginals 3.2%, non-Aboriginals 2.7%).

Male offenders were 0.9% more likely to successfully complete provincial day parole than female offenders over the last 5 years (82.2% compared to 81.3%) and 2.1% more likely to have been revoked for a breach of conditions (15.3% to 13.2%). The female non-violent recidivism rate was 5.5% during this period compared to 2.0% for male offenders. However, male offenders committed 6 violent offences during this period while female offenders did not commit any.

Outcome Rates for Federal Offenders on Full Parole:

Table 90 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL FULL PAROLE with DETERMINATE SENTENCE

Outcome	1994/95		1995/96		1996/97		1997/98		1998/99	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	1544	63.2	1499	68.1	1255	65.8	1200	68.0	1164	72.3
Revoked for breach of cond	506	20.7	380	17.3	361	18.9	310	17.6	232	14.4
RECIDIVISM (Revocations with offence)										
Non-violent	309	12.6	264	12.0	247	13.0	214	12.1	187	11.6
Violent	85	3.5	59	2.7	44	2.3	40	2.3	26	1.6
Total Recidivism	**394**	**16.1**	**323**	**14.7**	**291**	**15.3**	**254**	**14.4**	**213**	**13.2**
Total Completions	**2444**	**100**	**2202**	**100**	**1907**	**100**	**1764**	**100**	**1609**	**100**

The federal full parole successful completion rate for offenders serving determinate sentences rose to 72.3% in 1998/99 (from 68.0% in 1997/98 and 65.8% in 1996/97). This is the highest full parole successful completion rate of the last 5 years. The total recidivism rate has ranged from 13.2% in 1998/99 to 16.1% in 1994/95 while the violent recidivism rate has ranged from 1.6% in 1998/99 to 3.5% in 1994/95.

The total number of full parole completions decreased by 9% in 1998/99 (⇩155 to 1609) and they have now dropped 34% since 1994/95 (⇩835). Part of this decrease is a result of decreases in the number of full parole grants between 1994/95 and 1996/97, while the increase in the proportion of indeterminate sentences in the federal full parole population may also have had an impact.

The Quebec region had the lowest violent (0.2%) and non-violent (2.8%) recidivism rates in 1998/99 while the Pacific region had the highest violent recidivism rate (1.2%) and the Atlantic had the highest non-violent recidivism rate (9.5%).

Outcome Rates for Provincial Offenders on Day Parole:

Table 88 Source: NPB SIRS

OUTCOME RATES for PROVINCIAL DAY PAROLE										
Outcome	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Successful Completions	227	84.7	255	81.0	217	83.1	178	82.0	166	79.4
Revoked for breach of cond	38	14.2	53	16.8	36	13.8	33	15.2	32	15.3
RECIDIVISM (Revocations with offence)										
Non-violent	1	0.4	5	1.6	7	2.7	6	2.8	10	4.8
Violent	2	0.7	2	0.6	1	0.4	0	0.0	1	0.5
Total Recidivism	**3**	**1.1**	**7**	**2.2**	**8**	**3.1**	**6**	**2.8**	**11**	**5.3**
Total Completions	**268**	**100**	**315**	**100**	**261**	**100**	**217**	**100**	**209**	**100**

The provincial day parole successful completion rate was 79.4% in 1998/99, down 2.6% from 82.0% in 1997/98 and 5.3% from the 5 year high of 84.7% in 1994/95. The recidivism rate increased to 5.3% in 1998/99 (⇧2.5%). Provincial day parole completions decreased by 4% in 1998/99 (to 209) and they are down 31% from the 5 year high of 315 in 1995/96.

Table 89 Source: NPB SIRS

OUTCOME RATES for PROVINCIAL DAY PAROLE by RACE and GENDER for LAST 5 YEARS (from 1994/95 to 1998/99)										
Outcome	**Aboriginal**		**Non-Abor.**		**Male**		**Female**		**Total**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Successful Completions	166	76.1	877	83.4	969	82.2	74	81.3	1043	82.1
Revoked for breach of cond	45	20.6	147	14.0	180	15.3	12	13.2	192	15.1
RECIDIVISM (Revocations with offence)										
Non-violent	6	2.8	23	2.2	24	2.0	5	5.5	29	2.3
Violent	1	0.5	5	0.5	6	0.5	0	0.0	6	0.5
Total Recidivism	**7**	**3.2**	**28**	**2.7**	**30**	**2.5**	**5**	**5.5**	**35**	**2.8**
Total Completions	**218**	**100**	**1052**	**100**	**1179**	**100**	**91**	**100**	**1270**	**100**

Over the last 5 years Aboriginal offenders on provincial day parole were 7.3% less likely to successfully complete than non-Aboriginal offenders (76.1% compared to 83.4%) and 6.6% more likely to have been revoked for breach of conditions (20.6% to 14.0%). The recidivism rates were about the same (Aboriginals 3.2%, non-Aboriginals 2.7%).

Male offenders were 0.9% more likely to successfully complete provincial day parole than female offenders over the last 5 years (82.2% compared to 81.3%) and 2.1% more likely to have been revoked for a breach of conditions (15.3% to 13.2%). The female non-violent recidivism rate was 5.5% during this period compared to 2.0% for male offenders. However, male offenders committed 6 violent offences during this period while female offenders did not commit any.

Outcome Rates for Federal Offenders on Full Parole:

Table 90 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL FULL PAROLE with DETERMINATE SENTENCE

Outcome	1994/95		1995/96		1996/97		1997/98		1998/99	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	1544	63.2	1499	68.1	1255	65.8	1200	68.0	1164	72.3
Revoked for breach of cond	506	20.7	380	17.3	361	18.9	310	17.6	232	14.4
RECIDIVISM (Revocations with offence)										
Non-violent	309	12.6	264	12.0	247	13.0	214	12.1	187	11.6
Violent	85	3.5	59	2.7	44	2.3	40	2.3	26	1.6
Total Recidivism	**394**	**16.1**	**323**	**14.7**	**291**	**15.3**	**254**	**14.4**	**213**	**13.2**
Total Completions	**2444**	**100**	**2202**	**100**	**1907**	**100**	**1764**	**100**	**1609**	**100**

The federal full parole successful completion rate for offenders serving determinate sentences rose to 72.3% in 1998/99 (from 68.0% in 1997/98 and 65.8% in 1996/97). This is the highest full parole successful completion rate of the last 5 years. The total recidivism rate has ranged from 13.2% in 1998/99 to 16.1% in 1994/95 while the violent recidivism rate has ranged from 1.6% in 1998/99 to 3.5% in 1994/95.

The total number of full parole completions decreased by 9% in 1998/99 (⇩155 to 1609) and they have now dropped 34% since 1994/95 (⇩835). Part of this decrease is a result of decreases in the number of full parole grants between 1994/95 and 1996/97, while the increase in the proportion of indeterminate sentences in the federal full parole population may also have had an impact.

Table 91 Source: NPB SIRS

OUTCOME RATES for REGULAR FEDERAL FULL PAROLE with DETERMINATE SENTENCE										
Outcome	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Successful Completions	1476	70.8	1146	77.6	746	74.6	616	74.4	563	78.0
Revoked for breach of cond	339	16.3	177	12.0	127	12.7	107	12.9	78	10.8
RECIDIVISM (Revocations with offence)										
Non-violent	203	9.7	106	7.2	99	9.9	78	9.4	63	8.7
Violent	67	3.2	47	3.2	28	2.8	27	3.3	18	2.5
Total Recidivism	**270**	**12.9**	**153**	**10.4**	**127**	**12.7**	**105**	**12.7**	**81**	**11.2**
Total Completions	**2085**	**100**	**1476**	**100**	**1000**	**100**	**828**	**100**	**722**	**100**

The successful completion rate for regular federal full parole was 78.0% in 1998/99, up from 74.4% in 1997/98 and 70.8% in 1994/95. Revocations for breach of conditions were 10.8% in 1998/99, down from 12.9% in 1997/98 and 16.3% in 1994/95 while recidivism rates have been in the 10% to 13% range throughout the last 5 years.

The total number of regular federal full parole completions declined by 13% in 1998/99 (⇩106 to 722) and has dropped 65% since 1994/95 (⇩1363 from 2085).

Table 92 Source: NPB SIRS

OUTCOME RATES for APR FEDERAL FULL PAROLE with DETERMINATE SENTENCE										
Outcome	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Successful Completions	68	18.9	353	48.6	509	56.1	584	62.4	601	67.8
Revoked for breach of cond	167	46.5	203	28.0	234	25.8	203	21.7	154	17.4
RECIDIVISM (Revocations with offence)										
Non-violent	106	29.5	158	21.8	148	16.3	136	14.5	124	14.0
Violent	18	5.0	12	1.6	16	1.8	13	1.4	8	0.9
Total Recidivism	**124**	**34.5**	**170**	**23.4**	**164**	**18.1**	**149**	**15.9**	**132**	**14.9**
Total Completions	**359**	**100**	**726**	**100**	**907**	**100**	**936**	**100**	**887**	**100**

The APR full parole successful completion rate has increased dramatically over the last 5 years (from 18.9% in 1994/95 to 67.8% in 1998/99) but remained 10.2% below the regular

full parole successful completion rate in 1998/99 (78.0%). APR full parolees were 6.6% more likely to be revoked for breach of conditions than regular full parolees in 1998/99 (17.4% compared to 10.8%) and 5.3% more likely to be revoked for a non-violent offence (14.0% to 8.7%). However, APR full parolees were 1.6% less likely to be revoked for a violent offence in 1998/99 than regular full parolees (0.9% to 2.5%).

Table 93 **Source: NPB SIRS**

OUTCOME RATES for ALL FEDERAL FULL PAROLE With DETERMINATE SENTENCE by OFFENCE of CONVICTION (1998/99)

Outcome	Schedule I - Sex Offence		Schedule I – Non-Sex		Schedule II		Non-Schedule		Total[27]	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	112	84.2	324	77.1	509	78.5	218	53.6	1163	72.3
Revoked for breach of cond	13	9.8	44	10.5	90	13.9	85	20.9	232	14.4
RECIDIVISM (Revocations with offence)										
Non-violent	4	3.0	40	9.5	46	7.1	97	23.8	187	11.6
Violent	4	3.0	12	2.9	3	0.5	7	1.7	26	1.6
Total Recidivism	**8**	**6.0**	**52**	**12.4**	**49**	**7.6**	**104**	**25.6**	**213**	**13.2**
Total Completions	**133**	**100**	**420**	**100**	**648**	**100**	**407**	**100**	**1608**	**100**

Full parolees serving a determinate sentence for non-scheduled offences had by far the lowest successful completion rate in 1998/99 at 53.6%, while sex offenders had the highest successful completion rate at 84.2%. Non-scheduled offenders are also far more likely to recidivate (25.6% in 1998/99 compared to 12.4% for schedule I non-sex offenders, 7.6% for schedule II offenders and 6.0% for sex offenders).

Sex offenders have had an average full parole successful completion rate of 88% over the last 5 years, compared to 74% for schedule II offenders, 69% for schedule I non-sex offenders and 52% for non-scheduled offenders. Schedule I non-sex offenders had an average revocation with violent offence rate of 5.1% during this period while the rate was 2.3% for non-scheduled offenders, 1.7% for sex offenders and 0.8% for schedule II offenders.

Table 91 Source: NPB SIRS

OUTCOME RATES for REGULAR FEDERAL FULL PAROLE with DETERMINATE SENTENCE										
Outcome	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Successful Completions	1476	70.8	1146	77.6	746	74.6	616	74.4	563	78.0
Revoked for breach of cond	339	16.3	177	12.0	127	12.7	107	12.9	78	10.8
RECIDIVISM (Revocations with offence)										
Non-violent	203	9.7	106	7.2	99	9.9	78	9.4	63	8.7
Violent	67	3.2	47	3.2	28	2.8	27	3.3	18	2.5
Total Recidivism	**270**	**12.9**	**153**	**10.4**	**127**	**12.7**	**105**	**12.7**	**81**	**11.2**
Total Completions	**2085**	**100**	**1476**	**100**	**1000**	**100**	**828**	**100**	**722**	**100**

The successful completion rate for regular federal full parole was 78.0% in 1998/99, up from 74.4% in 1997/98 and 70.8% in 1994/95. Revocations for breach of conditions were 10.8% in 1998/99, down from 12.9% in 1997/98 and 16.3% in 1994/95 while recidivism rates have been in the 10% to 13% range throughout the last 5 years.

The total number of regular federal full parole completions declined by 13% in 1998/99 (⇩106 to 722) and has dropped 65% since 1994/95 (⇩1363 from 2085).

Table 92 Source: NPB SIRS

OUTCOME RATES for APR FEDERAL FULL PAROLE with DETERMINATE SENTENCE										
Outcome	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Successful Completions	68	18.9	353	48.6	509	56.1	584	62.4	601	67.8
Revoked for breach of cond	167	46.5	203	28.0	234	25.8	203	21.7	154	17.4
RECIDIVISM (Revocations with offence)										
Non-violent	106	29.5	158	21.8	148	16.3	136	14.5	124	14.0
Violent	18	5.0	12	1.6	16	1.8	13	1.4	8	0.9
Total Recidivism	**124**	**34.5**	**170**	**23.4**	**164**	**18.1**	**149**	**15.9**	**132**	**14.9**
Total Completions	**359**	**100**	**726**	**100**	**907**	**100**	**936**	**100**	**887**	**100**

The APR full parole successful completion rate has increased dramatically over the last 5 years (from 18.9% in 1994/95 to 67.8% in 1998/99) but remained 10.2% below the regular

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full parole successful completion rate in 1998/99 (78.0%). APR full parolees were 6.6% more likely to be revoked for breach of conditions than regular full parolees in 1998/99 (17.4% compared to 10.8%) and 5.3% more likely to be revoked for a non-violent offence (14.0% to 8.7%). However, APR full parolees were 1.6% less likely to be revoked for a violent offence in 1998/99 than regular full parolees (0.9% to 2.5%).

Table 93

Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL FULL PAROLE With DETERMINATE SENTENCE by OFFENCE of CONVICTION (1998/99)

Outcome	Schedule I - Sex Offence		Schedule I – Non-Sex		Schedule II		Non-Schedule		Total[27]	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	112	84.2	324	77.1	509	78.5	218	53.6	1163	72.3
Revoked for breach of cond	13	9.8	44	10.5	90	13.9	85	20.9	232	14.4
RECIDIVISM (Revocations with offence)										
Non-violent	4	3.0	40	9.5	46	7.1	97	23.8	187	11.6
Violent	4	3.0	12	2.9	3	0.5	7	1.7	26	1.6
Total Recidivism	**8**	**6.0**	**52**	**12.4**	**49**	**7.6**	**104**	**25.6**	**213**	**13.2**
Total Completions	**133**	**100**	**420**	**100**	**648**	**100**	**407**	**100**	**1608**	**100**

Full parolees serving a determinate sentence for non-scheduled offences had by far the lowest successful completion rate in 1998/99 at 53.6%, while sex offenders had the highest successful completion rate at 84.2%. Non-scheduled offenders are also far more likely to recidivate (25.6% in 1998/99 compared to 12.4% for schedule I non-sex offenders, 7.6% for schedule II offenders and 6.0% for sex offenders).

Sex offenders have had an average full parole successful completion rate of 88% over the last 5 years, compared to 74% for schedule II offenders, 69% for schedule I non-sex offenders and 52% for non-scheduled offenders. Schedule I non-sex offenders had an average revocation with violent offence rate of 5.1% during this period while the rate was 2.3% for non-scheduled offenders, 1.7% for sex offenders and 0.8% for schedule II offenders.

Table 94 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL FULL PAROLE With DETERMINATE SENTENCE by ABORIGINAL vs. NON-ABORIGINAL

Outcome	Aboriginal				Non-Aboriginal				2-Yr. Avg.	
	1997/98		1998/99		1997/98		1998/99		Abor	Non-Ab
	#	%	#	%	#	%	#	%	%	%
Successful Completions	51	37.8	74	61.2	1149	70.5	1090	73.3	48.8	71.8
Revoked for Breach of Conditions	48	35.6	17	14.0	262	16.1	215	14.4	25.4	15.3
RECIDIVISM (Revocations with offence)										
Non-violent	28	20.7	22	18.2	186	11.4	165	11.1	19.5	11.3
Violent	8	5.9	8	6.6	32	2.0	18	1.2	6.3	1.6
Total Recidivism	**36**	**26.7**	**30**	**24.8**	**218**	**13.4**	**183**	**12.3**	**25.8**	**12.9**
Total Completions	**135**	**100.**	**121**	**100.**	**1629**	**100.**	**1488**	**100.**	**256**	**3117**

The full parole successful completion rate for Aboriginal offenders was an average of 23.0% lower than the rate for non-Aboriginal offenders in 1997/98 and 1998/99 and the revocation with violent offence rate was 4.7% higher for Aboriginal offenders during this period. The average successful completion rate for non-Aboriginal offenders over the last 2 years was 71.8%, compared with 48.8% for Aboriginal full parolees. The rate of revocation with violent offence averaged 6.3% for Aboriginal offenders compared to 1.6% for non-Aboriginal offenders. Aboriginal offenders were also far more likely to be revoked with non-violent offence (19.5%) and for breach of conditions (25.4%) than non-Aboriginal offenders (11.3% and 15.3%, respectively).

Table 95 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL FULL PAROLE with DETERMINATE SENTENCE by MALE vs. FEMALE

Outcome	Male				Female				2-Yr. Avg.	
	1997/98		1998/99		1997/98		1998/99		Male	Female
	#	%	#	%	#	%	#	%	%	%
Successful Completions	1121	67.7	1065	71.8	79	72.5	99	79.2	69.6	76.1
Revocations for Breach of Conditions	290	17.5	219	14.8	20	18.3	13	10.4	16.2	14.1
RECIDIVISM (Revocations with offence)										
Non-violent	206	12.4	174	11.7	8	7.3	13	10.4	12.1	9.0
Violent	38	2.3	26	1.7	2	1.8	0	0.0	2.0	0.9
Total Recidivism	**244**	**14.7**	**200**	**13.5**	**10**	**9.2**	**13**	**10.4**	**14.1**	**9.8**
Total Completions	**1655**	**100**	**1484**	**100**	**109**	**100**	**125**	**100**	**3139**	**234**

Over the last 2 years the federal full parole successful completion rate for female offenders was 6.5% higher than the rate for male offenders. Female offenders were also 4.3% less likely to be revoked with offence and, when they are revoked with offence, it was usually with a non-violent offence.

Table 96 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL FULL PAROLE with DETERMINATE SENTENCE by REGION (%)

Outcome	Atlantic		Quebec		Ontario		Prairies		Pacific		Total	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Successful Completions	64.4	59.4	68.4	74.0	75.9	77.5	62.9	71.0	62.3	74.6	68.0	72.3
Revoked for breach of cond	20.7	22.2	18.3	14.4	12.6	11.4	19.6	14.7	20.3	11.0	17.6	14.4
RECIDIVISM (Revocations with offence)												
Non-violent	13.5	16.0	10.5	11.1	9.8	10.2	15.0	11.5	14.5	11.0	12.1	11.6
Violent	1.4	2.4	2.8	0.5	1.7	0.9	2.5	2.7	2.9	3.4	2.3	1.6
Total Recidivism	**14.9**	**18.4**	**13.3**	**11.6**	**11.5**	**11.1**	**17.5**	**14.3**	**17.4**	**14.4**	**14.4**	**13.2**
Total # of Completions	**222**	**212**	**496**	**423**	**469**	**449**	**439**	**407**	**138**	**118**	**1764**	**1609**

The Ontario region has recorded the highest full parole successful completion rate during each of the last 5 years. In 1998/99 the Ontario region had a successful completion rate of 77.5% compared to 74.6% for the Pacific, 74.0% for Quebec, 71.0% for the Prairies and 59.4% for the Atlantic.

The Atlantic region has had the highest revocation for breach of conditions rate over each of the last 2 years (20.7% in 1997/98 and 22.2% in 1998/99) and had a significantly higher rate of revocation with non-violent offence in 1998/99 (16.0% while to the next closest rate was 11.5% in the Prairies).

Table 94 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL FULL PAROLE With DETERMINATE SENTENCE by ABORIGINAL vs. NON-ABORIGINAL

Outcome	Aboriginal				Non-Aboriginal				2-Yr. Avg.	
	1997/98		1998/99		1997/98		1998/99		Abor	Non-Ab
	#	%	#	%	#	%	#	%	%	%
Successful Completions	51	37.8	74	61.2	1149	70.5	1090	73.3	48.8	71.8
Revoked for Breach of Conditions	48	35.6	17	14.0	262	16.1	215	14.4	25.4	15.3
RECIDIVISM (Revocations with offence)										
Non-violent	28	20.7	22	18.2	186	11.4	165	11.1	19.5	11.3
Violent	8	5.9	8	6.6	32	2.0	18	1.2	6.3	1.6
Total Recidivism	**36**	**26.7**	**30**	**24.8**	**218**	**13.4**	**183**	**12.3**	**25.8**	**12.9**
Total Completions	**135**	**100.**	**121**	**100.**	**1629**	**100.**	**1488**	**100.**	**256**	**3117**

The full parole successful completion rate for Aboriginal offenders was an average of 23.0% lower than the rate for non-Aboriginal offenders in 1997/98 and 1998/99 and the revocation with violent offence rate was 4.7% higher for Aboriginal offenders during this period. The average successful completion rate for non-Aboriginal offenders over the last 2 years was 71.8%, compared with 48.8% for Aboriginal full parolees. The rate of revocation with violent offence averaged 6.3% for Aboriginal offenders compared to 1.6% for non-Aboriginal offenders. Aboriginal offenders were also far more likely to be revoked with non-violent offence (19.5%) and for breach of conditions (25.4%) than non-Aboriginal offenders (11.3% and 15.3%, respectively).

Table 95 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL FULL PAROLE with DETERMINATE SENTENCE by MALE vs. FEMALE

Outcome	Male				Female				2-Yr. Avg.	
	1997/98		1998/99		1997/98		1998/99		Male	Female
	#	%	#	%	#	%	#	%	%	%
Successful Completions	1121	67.7	1065	71.8	79	72.5	99	79.2	69.6	76.1
Revocations for Breach of Conditions	290	17.5	219	14.8	20	18.3	13	10.4	16.2	14.1
RECIDIVISM (Revocations with offence)										
Non-violent	206	12.4	174	11.7	8	7.3	13	10.4	12.1	9.0
Violent	38	2.3	26	1.7	2	1.8	0	0.0	2.0	0.9
Total Recidivism	**244**	**14.7**	**200**	**13.5**	**10**	**9.2**	**13**	**10.4**	**14.1**	**9.8**
Total Completions	**1655**	**100**	**1484**	**100**	**109**	**100**	**125**	**100**	**3139**	**234**

Over the last 2 years the federal full parole successful completion rate for female offenders was 6.5% higher than the rate for male offenders. Female offenders were also 4.3% less likely to be revoked with offence and, when they are revoked with offence, it was usually with a non-violent offence.

Table 96 Source: NPB SIRS

OUTCOME RATES for ALL FEDERAL FULL PAROLE with DETERMINATE SENTENCE by REGION (%)

Outcome	Atlantic		Quebec		Ontario		Prairies		Pacific		Total	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Successful Completions	64.4	59.4	68.4	74.0	75.9	77.5	62.9	71.0	62.3	74.6	68.0	72.3
Revoked for breach of cond	20.7	22.2	18.3	14.4	12.6	11.4	19.6	14.7	20.3	11.0	17.6	14.4
RECIDIVISM (Revocations with offence)												
Non-violent	13.5	16.0	10.5	11.1	9.8	10.2	15.0	11.5	14.5	11.0	12.1	11.6
Violent	1.4	2.4	2.8	0.5	1.7	0.9	2.5	2.7	2.9	3.4	2.3	1.6
Total Recidivism	**14.9**	**18.4**	**13.3**	**11.6**	**11.5**	**11.1**	**17.5**	**14.3**	**17.4**	**14.4**	**14.4**	**13.2**
Total # of Completions	**222**	**212**	**496**	**423**	**469**	**449**	**439**	**407**	**138**	**118**	**1764**	**1609**

The Ontario region has recorded the highest full parole successful completion rate during each of the last 5 years. In 1998/99 the Ontario region had a successful completion rate of 77.5% compared to 74.6% for the Pacific, 74.0% for Quebec, 71.0% for the Prairies and 59.4% for the Atlantic.

The Atlantic region has had the highest revocation for breach of conditions rate over each of the last 2 years (20.7% in 1997/98 and 22.2% in 1998/99) and had a significantly higher rate of revocation with non-violent offence in 1998/99 (16.0% while to the next closest rate was 11.5% in the Prairies).

Outcomes of Full Parole for Offenders Serving Indeterminate Sentences:

Finding an appropriate performance measure for offenders serving indeterminate sentences on full parole has been a challenging issue for the Board, particularly in relation to success. The Board's standard performance measures for outcomes on conditional release are based on completion of day parole, full parole or statutory release supervision periods. However, this approach does not work for offenders on full parole with indeterminate sentences because they do not have a warrant expiry date and the only way that they can complete full parole is by dying (with the exception of some extremely rare cases[28]).

Table 97 Source: NPB

OUTCOMES of FULL PAROLE for OFFENDERS with INDETERMINATE SENTENCES (between April 1, 1994 and March 31, 1999)

Time Under Supervision on Full Parole	Still Supervised		Died while on Full Parole		Revocation for Breach of Conditions		Recidivism - Non-Violent Offence		Recidivism - Violent Offence		Total	
	#	%	#	%	#	%	#	%	#	%	#	%
0 - 3 Mths	26	2.4	1	0.8	2	2.0	0	0.0	0	0.0	29	2.1
>3 Mths - 6 Mths	23	2.1	2	1.5	3	2.9	3	5.9	1	2.9	32	2.3
>6 Mths - 1 Yr	50	4.6	6	4.5	11	10.7	1	2.0	3	8.6	71	5.0
>1 Yr - 2 Yrs	59	5.4	8	6.0	16	15.5	11	21.6	5	14.3	99	7.0
>2 Yrs - 3 Yrs	61	5.6	9	6.8	14	13.6	9	17.6	4	11.4	97	6.9
>3 Yrs - 4 Yrs	58	5.3	7	5.3	11	10.7	8	15.7	6	17.1	90	6.4
>4 Yrs - 5 Yrs	71	6.5	5	3.8	12	11.7	6	11.8	4	11.4	98	7.0
>5 Yrs - 10 Yrs	289	26.6	19	14.3	23	22.3	6	11.8	6	17.1	343	24.3
>10 Yrs - 15 Yrs	167	15.4	19	14.3	9	8.7	5	9.8	2	5.7	202	14.4
>15 Yrs	281	25.9	57	42.9	2	1.9	2	3.9	4	11.4	346	24.5
Total	**1085**	**100**	**133**	**100**	**103**	**100**	**51**	**100**	**35**	**100**	**1407**	**100**
Average Length of Full Parole	**10.5 Years**		**13.7 Years**		**4.7 Years**		**4.6 Years**		**5.7 Years**		**10.0 Years**	

Excludes 3 offenders with indeterminate sentences recorded as having completed supervision. In one case the conviction for the indeterminate sentence was quashed. The reasons for the other two cases are not known.

This table provides information on all offenders serving indeterminate sentences that were being supervised on full parole as of March 31, 1999 or had full parole supervision periods which ended between April 1, 1994 and March 31, 1999. The table forms a starting point for the measurement of full parole outcomes for offenders with indeterminate sentences.

Between April 1, 1994 and March 31, 1999, 1344 offenders with indeterminate sentences had 1407 full parole supervision periods. 1284 offenders with indeterminate sentences has just one full parole during the 5-year period, 57 offenders had 2 full parole periods and 3 offenders had 3 full parole periods.

As of March 31, 1999, 77% of all full parole supervision periods for offenders serving indeterminate sentences over the last 5 years were still active (supervised). The offender had died on full parole in 9.5% (133) of cases while 7.3% (103) were revoked for a breach of conditions, 3.6% (51) ended as a result of non-violent recidivism, and 2.5% (35) recidivated violently during the last 5 years.

Since offenders serving indeterminate sentences cannot complete their full parole period any determination of success would have to be based on completion of a certain number of years in the community without revocation. The table below provides information on revocation and recidivism rates for offenders with indeterminate sentences on full parole over the last 5 years.

Table 98 Source: NPB

FULL PAROLE REVOCATION AND RECIDIVISM RATES for OFFENDERS with INDETERMINATE SENTENCES (between April 1, 1994 and March 31, 1999)

Time Under Supervision on Full Parole	Population In Period		Total Revocations During Period[29]		Recidivism During Period			
	Total #	% of Total Indeter. On Full Parole	#	Revocation Rate	Total Recidivism[30] #	Total Recidivism[30] %	Violent Recidivism #	Violent Recidivism %
>15 Years	346	24.6%	8	2.3%	6	1.7%	4	1.2%
>10 Years	548	39.0%	24	4.4%	13	2.4%	6	1.1%
>5 Years	891	63.3%	59	6.6%	25	2.8%	12	1.3%
>4 Years	989	70.3%	81	8.2%	35	3.5%	16	1.6%
>3 Years	1079	76.7%	106	9.8%	49	4.5%	22	2.0%
>2 Years	1176	83.6%	133	12.4%	62	5.8%	26	2.2%
>1 Year	1275	90.6%	165	12.9%	78	6.1%	31	2.4%
Total	**1407**	**100.0%**	**189**	**13.4%**	**86**	**6.1%**	**35**	**2.5%**

In the next 2 paragraphs we will compare offenders serving indeterminate sentences on full parole to all federal day parole. As noted earlier, federal day parolees successfully complete their conditional release period far more often than offenders on determinate federal full parole and statutory release do. In making this comparison it is important to remember that offenders serving indeterminate sentences have been on full parole for an average of 10.0 years compared to the average day parole release period of 4.4 months.

Offenders serving indeterminate sentences on full parole had a total revocation rate of 13.4% over the last 5 years, a total recidivism rate of 6.1% and a violent recidivism rate of 2.5%. The total full parole revocation rate for these offenders was 5.2% lower than the rate for federal day parolees over the last 5 years (18.6%) but 0.4% higher for total recidivism (6.1% compared to 5.7% for federal day parole), and 1.1% higher for violent recidivism (2.5% compared to 1.4%).

The likelihood of being revoked or committing a new offence goes down the longer that offenders stay on full parole. As the table above illustrates, offenders serving indeterminate

sentences who have been on full parole for more than 5 years had a total revocation rate of 6.6% over the last 5 years (12.0% lower than the 5-year federal day parole rate), a total recidivism rate of 2.8% (2.9% below the federal day parole rate) and a violent recidivism rate of 1.3% (0.1% below the federal day parole rate).

Table 99 Source: NPB

LIKELIHOOD of DYING compared to RECIDIVATING for FULL PAROLEES SERVING INDETERMINATE SENTENCES (between April 1, 1994 and March 31, 1999)

Time Under Supervision	Offenders that Died on Full Parole	Total Recidivism #	Likelihood of Dying Compared to Committing a New Offence	Violent Recidivism #	Likelihood of Dying Compared to Committing a New Violent Offence
>5 Years	95	25	3.8	12	7.9
>4 Years	100	35	2.9	16	6.3
>3 Years	107	49	2.2	22	4.9
>2 Years	116	62	1.9	26	4.5
>1 Year	124	78	1.6	31	4.0
All Full Parole Supervision Periods	133	86	1.5	35	3.8

Offenders serving indeterminate sentences on full parole were 1½ times more likely to have died than to have committed a new offence over the last 5 years and almost 4 times more likely to have died than to have committed a new violent offence. As the table above indicates, the likelihood of dying to committing a new offence while on full parole increases with the length of time the offender is under supervision. Offenders serving indeterminate sentences that had been on full parole for more than 5 years were 3.8 times more likely to die than to commit a new offence and 7.9 times more likely to die than to commit a new violent offence.

Outcome Rates for Provincial Offenders on Full Parole:

Table 100 Source: NPB SIRS

OUTCOME RATES for PROVINCIAL FULL PAROLE										
Outcome	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Successful Completions	523	83.9	429	84.4	339	82.3	340	84.2	250	81.2
Revoked for breach of cond	92	14.8	72	14.2	60	14.6	50	12.4	46	14.9
RECIDIVISM (Revocations with offence)										
Non-violent	7	1.1	7	1.4	12	2.9	14	3.5	11	3.6
Violent	1	0.2	0	0.0	1	0.2	0	0.0	1	0.3
Total Recidivism	**8**	**1.3**	**7**	**1.4**	**13**	**3.2**	**14**	**3.5**	**12**	**3.9**
Total Completions	**623**	**100**	**508**	**100**	**412**	**100**	**404**	**100**	**308**	**100**

The provincial full parole successful completion rate decreased to 81.2% in 1998/99 (⇩3%), while revocations for breach of condition increased to 14.9% (⇧2.5%) and recidivism increased to 3.9% (⇧0.4%). The total number of completions dropped 24% in 1998/99 (⇩96 to 308). This is a 51% drop (⇩315) from the 623 provincial full parole completions recorded in 1994/95.

The Prairie region had a higher successful completion rate (85.2%) and a lower recidivism rate (3.9%) than the Atlantic region (77.1% and 4.5%) for the first time in at least 5 years in 1998/99.

Table 101 Source: NPB SIRS

OUTCOME RATES for PROVINCIAL FULL PAROLE by RACE and GENDER for 5 YEARS (from 1994/95 to 1998/99)										
Outcome	**Aboriginal**		**Non-Abor.**		**Male**		**Female**		**Total**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Successful Completions	173	73.9	1708	84.5	1752	83.4	129	83.8	1881	83.4
Revoked for breach of cond	52	22.2	268	13.3	300	14.3	20	13.0	320	14.2
RECIDIVISM (Revocations with offence)										
Non-violent	7	3.0	44	2.2	47	2.2	4	2.6	51	2.3
Violent	2	0.9	1	0.0	2	0.1	1	0.6	3	0.1
Total Recidivism	**9**	**3.8**	**45**	**2.2**	**49**	**2.3**	**5**	**3.2**	**54**	**2.4**
Total Completions	**234**	**100**	**2021**	**100**	**2101**	**100**	**154**	**100**	**2255**	**100**

Outcome Rates for Provincial Offenders on Full Parole:

Table 100 Source: NPB SIRS

OUTCOME RATES for PROVINCIAL FULL PAROLE										
Outcome	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	523	83.9	429	84.4	339	82.3	340	84.2	250	81.2
Revoked for breach of cond	92	14.8	72	14.2	60	14.6	50	12.4	46	14.9
RECIDIVISM (Revocations with offence)										
Non-violent	7	1.1	7	1.4	12	2.9	14	3.5	11	3.6
Violent	1	0.2	0	0.0	1	0.2	0	0.0	1	0.3
Total Recidivism	**8**	**1.3**	**7**	**1.4**	**13**	**3.2**	**14**	**3.5**	**12**	**3.9**
Total Completions	**623**	**100**	**508**	**100**	**412**	**100**	**404**	**100**	**308**	**100**

The provincial full parole successful completion rate decreased to 81.2% in 1998/99 (⇩3%), while revocations for breach of condition increased to 14.9% (⇧2.5%) and recidivism increased to 3.9% (⇧0.4%). The total number of completions dropped 24% in 1998/99 (⇩96 to 308). This is a 51% drop (⇩315) from the 623 provincial full parole completions recorded in 1994/95.

The Prairie region had a higher successful completion rate (85.2%) and a lower recidivism rate (3.9%) than the Atlantic region (77.1% and 4.5%) for the first time in at least 5 years in 1998/99.

Table 101 Source: NPB SIRS

OUTCOME RATES for PROVINCIAL FULL PAROLE by RACE and GENDER for 5 YEARS (from 1994/95 to 1998/99)										
Outcome	**Aboriginal**		**Non-Abor.**		**Male**		**Female**		**Total**	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	173	73.9	1708	84.5	1752	83.4	129	83.8	1881	83.4
Revoked for breach of cond	52	22.2	268	13.3	300	14.3	20	13.0	320	14.2
RECIDIVISM (Revocations with offence)										
Non-violent	7	3.0	44	2.2	47	2.2	4	2.6	51	2.3
Violent	2	0.9	1	0.0	2	0.1	1	0.6	3	0.1
Total Recidivism	**9**	**3.8**	**45**	**2.2**	**49**	**2.3**	**5**	**3.2**	**54**	**2.4**
Total Completions	**234**	**100**	**2021**	**100**	**2101**	**100**	**154**	**100**	**2255**	**100**

Over the last 5 years Aboriginal offenders were an average of 10.6% less likely to successfully complete provincial full parole than non-Aboriginal offenders (73.9% compared to 84.5%), 8.9% more likely to be revoked for breach of conditions (22.2% to 13.3%) and 1.6% more likely to recidivate (3.8% to 2.2%).

The male and female successful completion rate was about equal over the last 5 years (males 83.4%, females 83.8%), but males were 1.3% more likely to be revoked for breach of condition (14.3% to 13.0%) and 0.9% less likely to recidivate (2.3% to 3.2%).

Outcome Rates for Offenders on Statutory Release:

Table 102 Source: NPB SIRS

OUTCOME RATES for STATUTORY RELEASE										
Outcome	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Successful Completions	2510	59.9	2739	59.9	2941	57.6	2917	56.7	2934	60.5
Revoked for Breach of Cond	1114	26.6	1194	26.1	1428	28.0	1543	30.0	1241	25.6
RECIDIVISM (Revocations with offence)										
Non-violent	399	9.5	462	10.1	581	11.4	542	10.5	553	11.4
Violent	167	4.0	181	4.0	157	3.1	147	2.9	124	2.6
Total Recidivism	**566**	**13.5**	**643**	**14.1**	**738**	**14.5**	**689**	**13.4**	**677**	**14.0**
Total Completions	**4190**	**100.0**	**4576**	**100.0**	**5107**	**100.0**	**5149**	**100.0**	**4852**	**100.0**

The statutory release successful completion rate increased to 60.5% in 1998/99 (⇧3.8% from 56.7% in 1997/98) while revocations for breach of conditions decreased to 25.6% (⇩4.6%) and recidivism increased to 14.0% (⇧0.6%). The 1998/99 rates are similar to the 5-year averages for statutory release. Over the last 5 years the statutory release successful completion rate has averaged 58.8%, while revocations for breach of conditions has averaged 27.3% and recidivism averaged 13.9%.

The statutory release successful completion rate continues to be significantly lower than federal day and full parole. This is an even more telling indicator when we consider that 40% of all successfully completed statutory releases over the last 5 years have been for periods of less than 3 months, compared to just 0.6% of full parole successful completions and 27.0% of day parole successful completions. It is therefore significantly easier to successfully complete statutory release than full parole release where 93.9% of successful completions were for more than 1 year.

Table 103

Source: NPB SIRS

OUTCOME RATES for STATUTORY RELEASE by OFFENCE of CONVICTION (1998/99)

Outcome	Schedule I - Sex Offence		Schedule I – Non-Sex		Schedule II		Non-Scheduled		Total	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	482	76.1	1492	56.5	316	71.5	644	56.6	2934	60.5
Revoked for Breach of Cond	122	19.3	747	28.3	89	20.1	283	24.9	1241	25.6
RECIDIVISM (Revocations with offence)										
Non-violent	22	3.5	309	11.7	30	6.8	192	16.9	553	11.4
Violent	7	1.1	92	3.5	7	1.6	18	1.6	124	2.6
Total Recidivism	**29**	**4.6**	**401**	**15.2**	**37**	**8.4**	**210**	**18.5**	**677**	**14.0**
Total Completions	**633**	**100**	**2640**	**100**	**442**	**100**	**1137**	**100**	**4852**	**100**

Offenders on statutory release serving sentences for schedule I non-sex offences and non-scheduled offences continued to have a significantly lower successful completion rates (56.5% and 56.6%) than schedule II offenders (71.5%) and schedule I sex offenders (76.1%) in 1998/99. Schedule I non-sex offenders were more than twice as likely to recidivate violently (3.5% compared to 1.6% for non-scheduled and schedule II offenders and 1.1% for sex offenders) in 1998/99 while non-scheduled offenders were far more likely to recidivate non-violently (16.9%) than any other offence type.

These rates are very similar to the 5-year average rates by offence of conviction. Schedule I non-sex offenders successful completed statutory release 54.9% of the time over the last 5 years, compared to 56.3% for non scheduled offenders, 69.7% for schedule II offenders and 74.5% for sex offenders. The violent recidivism rate for schedule I non-sex offenders has averaged 4.6% during this period compared to 1.9% for non-scheduled offenders, 1.3% for sex offenders and 1.0% for schedule II offenders.

Over the last 5 years Aboriginal offenders were an average of 10.6% less likely to successfully complete provincial full parole than non-Aboriginal offenders (73.9% compared to 84.5%), 8.9% more likely to be revoked for breach of conditions (22.2% to 13.3%) and 1.6% more likely to recidivate (3.8% to 2.2%).

The male and female successful completion rate was about equal over the last 5 years (males 83.4%, females 83.8%), but males were 1.3% more likely to be revoked for breach of condition (14.3% to 13.0%) and 0.9% less likely to recidivate (2.3% to 3.2%).

Outcome Rates for Offenders on Statutory Release:

Table 102 Source: NPB SIRS

OUTCOME RATES for STATUTORY RELEASE										
Outcome	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Successful Completions	2510	59.9	2739	59.9	2941	57.6	2917	56.7	2934	60.5
Revoked for Breach of Cond	1114	26.6	1194	26.1	1428	28.0	1543	30.0	1241	25.6
RECIDIVISM (Revocations with offence)										
Non-violent	399	9.5	462	10.1	581	11.4	542	10.5	553	11.4
Violent	167	4.0	181	4.0	157	3.1	147	2.9	124	2.6
Total Recidivism	**566**	**13.5**	**643**	**14.1**	**738**	**14.5**	**689**	**13.4**	**677**	**14.0**
Total Completions	**4190**	**100.0**	**4576**	**100.0**	**5107**	**100.0**	**5149**	**100.0**	**4852**	**100.0**

The statutory release successful completion rate increased to 60.5% in 1998/99 (⇧3.8% from 56.7% in 1997/98) while revocations for breach of conditions decreased to 25.6% (⇩4.6%) and recidivism increased to 14.0% (⇧0.6%). The 1998/99 rates are similar to the 5-year averages for statutory release. Over the last 5 years the statutory release successful completion rate has averaged 58.8%, while revocations for breach of conditions has averaged 27.3% and recidivism averaged 13.9%.

The statutory release successful completion rate continues to be significantly lower than federal day and full parole. This is an even more telling indicator when we consider that 40% of all successfully completed statutory releases over the last 5 years have been for periods of less than 3 months, compared to just 0.6% of full parole successful completions and 27.0% of day parole successful completions. It is therefore significantly easier to successfully complete statutory release than full parole release where 93.9% of successful completions were for more than 1 year.

Table 103 Source: NPB SIRS

OUTCOME RATES for STATUTORY RELEASE by OFFENCE of CONVICTION (1998/99)

Outcome	Schedule I - Sex Offence		Schedule I – Non-Sex		Schedule II		Non-Scheduled		Total	
	#	%	#	%	#	%	#	%	#	%
Successful Completions	482	76.1	1492	56.5	316	71.5	644	56.6	2934	60.5
Revoked for Breach of Cond	122	19.3	747	28.3	89	20.1	283	24.9	1241	25.6
RECIDIVISM (Revocations with offence)										
Non-violent	22	3.5	309	11.7	30	6.8	192	16.9	553	11.4
Violent	7	1.1	92	3.5	7	1.6	18	1.6	124	2.6
Total Recidivism	**29**	**4.6**	**401**	**15.2**	**37**	**8.4**	**210**	**18.5**	**677**	**14.0**
Total Completions	**633**	**100**	**2640**	**100**	**442**	**100**	**1137**	**100**	**4852**	**100**

Offenders on statutory release serving sentences for schedule I non-sex offences and non-scheduled offences continued to have a significantly lower successful completion rates (56.5% and 56.6%) than schedule II offenders (71.5%) and schedule I sex offenders (76.1%) in 1998/99. Schedule I non-sex offenders were more than twice as likely to recidivate violently (3.5% compared to 1.6% for non-scheduled and schedule II offenders and 1.1% for sex offenders) in 1998/99 while non-scheduled offenders were far more likely to recidivate non-violently (16.9%) than any other offence type.

These rates are very similar to the 5-year average rates by offence of conviction. Schedule I non-sex offenders successful completed statutory release 54.9% of the time over the last 5 years, compared to 56.3% for non scheduled offenders, 69.7% for schedule II offenders and 74.5% for sex offenders. The violent recidivism rate for schedule I non-sex offenders has averaged 4.6% during this period compared to 1.9% for non-scheduled offenders, 1.3% for sex offenders and 1.0% for schedule II offenders.

Table 104 Source: NPB SIRS

OUTCOME RATES for STATUTORY RELEASE by ABORIGINAL vs. NON-ABORIGINAL

Outcome	Aboriginal				Non-Aboriginal				2-Yr. Avg.	
	1997/98		1998/99		1997/98		1998/99		Abor.	Non-Ab
	#	%	#	%	#	%	#	%	%	%#
Successful Completions	412	47.9	513	56.1	2505	58.4	2421	61.5	52.1	59.9
Revocations for Breach of Conditions	313	36.4	271	29.6	1230	28.7	970	24.6	32.9	26.7
RECIDIVISM (Revocations with offence)										
Non-violent	107	12.4	105	11.5	435	10.1	448	11.4	11.9	10.7
Violent	29	3.4	25	2.7	118	2.8	99	2.5	3.0	2.6
Total Recidivism	**136**	**15.8**	**130**	**14.2**	**553**	**12.9**	**547**	**13.9**	**15.0**	**13.4**
Total Completions	**861**	**100**	**914**	**100**	**4288**	**100**	**3938**	**100**	**1775**	**8226**

Aboriginal offenders were 5.4% less likely to successfully complete statutory release in 1998/99 and 5.0% more likely to be revoked for breach of conditions than non-Aboriginal offenders. Aboriginal offenders successfully completed statutory release 56.1% of the time in 1998/99 (⇧8.2% from 47.9% in 1997/98) and had a revocation for breach of conditions rate of 29.6% compared to 61.5% and 24.6% for non-Aboriginal offenders, while the recidivism rates were about the same.

Over the last 2 years the successful completion rate for Aboriginal offenders has averaged 52.1% compared to 59.9% for non-Aboriginal offenders and the recidivism rate has averaged 15.0% for Aboriginal offenders compared to 13.4% for non-Aboriginals.

Table 105 Source: NPB SIRS

OUTCOME RATES for STATUTORY RELEASE by MALE vs. FEMALE

Outcome	Male				Female				2-Yr. Avg.	
	1997/98		1998/99		1997/98		1998/99		Male	Female
	#	%	#	%	#	%	#	%	%	%
Successful Completions	2865	56.5	2879	60.4	52	63.4	55	64.7	58.4	64.1
Revocations for Breach of Conditions	1521	30.0	1221	25.6	22	26.8	20	23.5	27.9	25.1
RECIDIVISM (Revocations with offence)										
Non-violent	535	10.6	545	11.4	7	8.5	8	9.4	11.0	9.0
Violent	146	2.9	122	2.6	1	1.2	2	2.4	2.7	1.8
Total Recidivism	**681**	**13.4**	**667**	**14.0**	**8**	**9.8**	**10**	**11.8**	**13.7**	**10.8**
Total Completions	**5067**	**100**	**4767**	**100**	**82**	**100**	**85**	**100**	**9834**	**167**

Male offenders were an average of 5.7% less likely to successfully complete statutory release (58.4%) over the last 2 years than female offenders (64.1%) and were 2.9% more likely to recidivate (13.7% compared to 10.8%).

The successful completion rate for male offenders increased to 60.4% in 1998/99 (⇧3.9%) while revocations for breach decreased to 25.6% (⇩4.4%) and recidivism increased to 14.0% (⇧0.6%). The female successful completion rate increased to 64.7% (⇧1.3%) while the revocations for breach of conditions decreased to 23.5% (⇩3.3%) and recidivism increased to 11.8% (⇧2.0%).

Table 106 Source: NPB SIRS

OUTCOME RATES for STATUTORY RELEASE by REGION (%)

Outcome	Atlantic		Quebec		Ontario		Prairies		Pacific		Total	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Successful Completions	57.7	60.4	56.4	59.7	59.9	59.7	53.7	59.8	55.9	65.2	56.6	60.5
Revoked for breach of cond	30.3	28.7	31.5	24.9	27.3	28.1	29.1	24.1	32.4	22.4	30.0	25.6
RECIDIVISM (Revocations with offence)												
Non-violent	10.7	10.2	9.3	12.0	9.9	10.1	13.7	13.4	8.4	9.5	10.5	11.4
Violent	1.3	0.7	2.8	3.4	2.8	2.1	3.5	2.7	3.3	2.9	2.9	2.6
Total Recidivism	**12.0**	**10.9**	**12.1**	**15.4**	**12.8**	**12.2**	**17.2**	**16.1**	**11.7**	**12.4**	**13.4**	**14.0**
Total # of Completions	**598**	**561**	**1548**	**1361**	**1161**	**1119**	**1201**	**1231**	**641**	**580**	**5149**	**4852**

The statutory release successful completion rate increased in every region except Ontario in 1998/99. The Pacific region had the highest successful completion rate in 1998/99 (65.2%) and the largest increase from 1997/98 (⇧9.3% from 55.9%). The Prairie region had the highest recidivism rate in 1998/99 (16.1%, compared to 15.4% in Quebec, 12.4% in the Pacific, 12.2% in Ontario and 10.9% in the Atlantic) however, Quebec had the highest violent recidivism rate at 3.4%).

iii. Long Term Indicator - Post-Warrant Expiry Recidivism

An offender's ability to live a crime free life in the community after they complete their sentence (i.e., after warrant expiry) is influenced by diverse and complex factors, many of which are beyond the control of CSC and the Board. Nevertheless, information on post-warrant expiry recidivism provides important information for strategic planning and assessment of the effectiveness of law, policy and operations.

Tables 108 and 109 present information on federal recidivism after warrant expiry for offenders released on full parole or statutory release, between 1987/88 and 1998/99. That is, the tables illustrate the status on March 31, 1999, of all offenders who began a full parole or statutory release supervision period in each given year, by release type. **These tables indicate that**

Table 104 Source: NPB SIRS

OUTCOME RATES for STATUTORY RELEASE by ABORIGINAL vs. NON-ABORIGINAL

Outcome	Aboriginal				Non-Aboriginal				2-Yr. Avg.	
	1997/98		1998/99		1997/98		1998/99		Abor.	Non-Ab
	#	%	#	%	#	%	#	%	%	%#
Successful Completions	412	47.9	513	56.1	2505	58.4	2421	61.5	52.1	59.9
Revocations for Breach of Conditions	313	36.4	271	29.6	1230	28.7	970	24.6	32.9	26.7
RECIDIVISM (Revocations with offence)										
Non-violent	107	12.4	105	11.5	435	10.1	448	11.4	11.9	10.7
Violent	29	3.4	25	2.7	118	2.8	99	2.5	3.0	2.6
Total Recidivism	**136**	**15.8**	**130**	**14.2**	**553**	**12.9**	**547**	**13.9**	**15.0**	**13.4**
Total Completions	**861**	**100**	**914**	**100**	**4288**	**100**	**3938**	**100**	**1775**	**8226**

Aboriginal offenders were 5.4% less likely to successfully complete statutory release in 1998/99 and 5.0% more likely to be revoked for breach of conditions than non-Aboriginal offenders. Aboriginal offenders successfully completed statutory release 56.1% of the time in 1998/99 (⇧8.2% from 47.9% in 1997/98) and had a revocation for breach of conditions rate of 29.6% compared to 61.5% and 24.6% for non-Aboriginal offenders, while the recidivism rates were about the same.

Over the last 2 years the successful completion rate for Aboriginal offenders has averaged 52.1% compared to 59.9% for non-Aboriginal offenders and the recidivism rate has averaged 15.0% for Aboriginal offenders compared to 13.4% for non-Aboriginals.

Table 105 Source: NPB SIRS

OUTCOME RATES for STATUTORY RELEASE by MALE vs. FEMALE

Outcome	Male				Female				2-Yr. Avg.	
	1997/98		1998/99		1997/98		1998/99		Male	Female
	#	%	#	%	#	%	#	%	%	%
Successful Completions	2865	56.5	2879	60.4	52	63.4	55	64.7	58.4	64.1
Revocations for Breach of Conditions	1521	30.0	1221	25.6	22	26.8	20	23.5	27.9	25.1
RECIDIVISM (Revocations with offence)										
Non-violent	535	10.6	545	11.4	7	8.5	8	9.4	11.0	9.0
Violent	146	2.9	122	2.6	1	1.2	2	2.4	2.7	1.8
Total Recidivism	**681**	**13.4**	**667**	**14.0**	**8**	**9.8**	**10**	**11.8**	**13.7**	**10.8**
Total Completions	**5067**	**100**	**4767**	**100**	**82**	**100**	**85**	**100**	**9834**	**167**

Male offenders were an average of 5.7% less likely to successfully complete statutory release (58.4%) over the last 2 years than female offenders (64.1%) and were 2.9% more likely to recidivate (13.7% compared to 10.8%).

The successful completion rate for male offenders increased to 60.4% in 1998/99 (⇧3.9%) while revocations for breach decreased to 25.6% (⇩4.4%) and recidivism increased to 14.0% (⇧0.6%). The female successful completion rate increased to 64.7% (⇧1.3%) while the revocations for breach of conditions decreased to 23.5% (⇩3.3%) and recidivism increased to 11.8% (⇧2.0%).

Table 106 Source: NPB SIRS

OUTCOME RATES for STATUTORY RELEASE by REGION (%)

Outcome	Atlantic		Quebec		Ontario		Prairies		Pacific		Total	
	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99	97/98	98/99
Successful Completions	57.7	60.4	56.4	59.7	59.9	59.7	53.7	59.8	55.9	65.2	56.6	60.5
Revoked for breach of cond	30.3	28.7	31.5	24.9	27.3	28.1	29.1	24.1	32.4	22.4	30.0	25.6
RECIDIVISM (Revocations with offence)												
Non-violent	10.7	10.2	9.3	12.0	9.9	10.1	13.7	13.4	8.4	9.5	10.5	11.4
Violent	1.3	0.7	2.8	3.4	2.8	2.1	3.5	2.7	3.3	2.9	2.9	2.6
Total Recidivism	**12.0**	**10.9**	**12.1**	**15.4**	**12.8**	**12.2**	**17.2**	**16.1**	**11.7**	**12.4**	**13.4**	**14.0**
Total # of Completions	**598**	**561**	**1548**	**1361**	**1161**	**1119**	**1201**	**1231**	**641**	**580**	**5149**	**4852**

The statutory release successful completion rate increased in every region except Ontario in 1998/99. The Pacific region had the highest successful completion rate in 1998/99 (65.2%) and the largest increase from 1997/98 (⇧9.3% from 55.9%). The Prairie region had the highest recidivism rate in 1998/99 (16.1%, compared to 15.4% in Quebec, 12.4% in the Pacific, 12.2% in Ontario and 10.9% in the Atlantic) however, Quebec had the highest violent recidivism rate at 3.4%).

iii. LONG TERM INDICATOR - POST-WARRANT EXPIRY RECIDIVISM

An offender's ability to live a crime free life in the community after they complete their sentence (i.e., after warrant expiry) is influenced by diverse and complex factors, many of which are beyond the control of CSC and the Board. Nevertheless, information on post-warrant expiry recidivism provides important information for strategic planning and assessment of the effectiveness of law, policy and operations.

Tables 108 and 109 present information on federal recidivism after warrant expiry for offenders released on full parole or statutory release, between 1987/88 and 1998/99. That is, the tables illustrate the status on March 31, 1999, of all offenders who began a full parole or statutory release supervision period in each given year, by release type. **These tables indicate that**

offenders reaching warrant expiry on statutory release are 3 to 4 times more likely to be re-admitted to a federal institution after WED than offenders released on full parole. Re-admissions for offenders released on SR also occur much more quickly than for full parole.

Table 107 Source: CSC

POST-WARRANT EXPIRY RECIDIVISM for FEDERAL OFFENDERS RELEASED on FULL PAROLE (As of March 31, 1999)

Yr. of Release	Total Releases[31]	Readmission before WED		Under Supervision		Other[32]		Reached WED		Post-WED Readmissions*	
	#	#	%	#	%	#	%	#	%	#	%
87/88	2,278	646	28	58	3	73	3	1,501	66	209	14
88/89	1,856	528	28	41	2	59	3	1,228	66	133	11
89/90	1,931	505	26	75	4	71	4	1,280	66	165	13
90/91	2,083	600	29	83	4	90	4	1,310	63	130	10
91/92	2,251	659	29	116	5	65	3	1,411	63	131	9
92/93	2,556	859	34	143	6	52	2	1,502	59	133	9
93/94	2,565	997	39	165	6	63	2	1,340	52	91	7
94/95	2,219	777	35	193	9	33	1	1,216	55	54	4
95/96	1,993	671	34	291	15	5	0	1026	51	26	3
96/97	1,742	519	30	479	27	15	1	729	42	6	1
97/98	1,737	395	23	1,042	60	7	0	293	17	2	1
98/99	1,907	138	7	1,755	92	5	0	9	5	0	0

* Post-WED Re-admissions are used to provide a recidivism rate which is calculated as a percentage of re-admissions after warrant expiry, divided by the number of offenders who reached warrant expiry.

Table 108 Source: CSC

POST-WARRANT EXPIRY RECIDIVISM for FEDERAL OFFENDERS RELEASED on STATUTORY RELEASE (As of March 31, 1999)

Yr. Of Release	Total Releases[33]	Readmission before WED		Under Supervision		Other[34]		Reached WED		Post-WED Readmissions*	
	#	#	%	#	%	#	%	#	%	#	%
87/88	3,349	1,484	44	3	0	145	4	1717	51	640	37
88/89	3,299	1,560	47	4	0	102	3	1633	49	537	33
89/90	3,447	1,582	46	4	0	119	3	1742	51	552	32
90/91	3,436	1,570	46	10	0	90	3	1766	51	554	31
91/92	3,463	1,579	46	7	0	91	3	1786	52	535	30
92/93	3,642	1,611	44	7	0	95	3	1929	53	503	26
93/94	3,885	1,532	39	9	0	102	3	2242	58	605	27
94/95	4,430	1,769	40	7	0	65	1	2589	58	563	22
95/96	4,986	2,011	40	16	0	65	1	2894	58	584	20
96/97	5,310	2,275	43	66	1	35	1	2934	55	411	14
97/98	5,331	2,097	39	416	8	53	1	2765	52	269	10
98/99	4,892	1,100	22	2,365	48	37	1	1390	28	72	5

* Post-WED Re-admissions are used to provide a recidivism rate which is calculated as a percentage of re-admissions after warrant expiry, divided by the number of offenders who reached warrant expiry.

Releases: The number of releases to full parole dropped 32% between 1993/94 and 1997/98 (⇩828 from 2565 to 1737) before increasing 10% (⇧170 to 1907) in 1998/99. The number of releases to SR increased every year between 1988/89 and 1997/98 (⇧ 62% from 3299 to 5331) but decreased by 8% in 1998/99 (⇩439 to 4892).

Re-admission before WED: The full parole re-admission before WED rate has ranged from 7% in 1998/99 to 39% in 1993/94, while the SR readmission before WED rate has ranged from 22% in 1998/99 to 47% in 1988/89.

Over the last 12 years the SR re-admission before WED rate has generally been 10% to 20% higher than the full parole rate. The only exception to this rule was in the first 3 years after the CCRA was implemented. In 1993/94 (the first full year of operation under the CCRA) the full parole re-admission before WED rate was the same as SR (39%), and it was only 5% lower in 1994/95 and 6% lower in 1995/96. This reflects the impact of APR cases, which had significantly higher re-admission rates than regular full parole. Full parole re-admissions before WED decreased in 1997/98 as a result of the changes to the APR criteria to require offenders to be reviewed for day parole. The actual number of SR re-admissions before WED has consistently exceeded full parole re-admissions by 900 to 1100 per year. These findings indicate that while SR is effective in placing offenders in the community, they are much less likely to stay.

Offenders Under Supervision: The proportion of offenders released annually and still under supervision is significantly higher for full parole than SR. In fact, 61% of offenders released to full parole over the last 3 years are still under supervision compared with 18% of offenders released to SR. Three main reasons for this are:

- full parole supervision periods are longer than statutory release supervision periods;
- Offenders on full parole can have indeterminate sentence (e.g. lifers) which never end; and
- Offenders released to statutory release are often very close to warrant expiry because they have been revoked on previous releases and had to serve additional periods of incarceration.

The proportion of full parolees still under supervision ranges from 2% in 1988/89 to 92% in 1998/99. For SR, the proportion still under supervision is less than 1% for offenders released up to and including 1995/96; it then rises to 1% in 1996/97, 8% in 1997/98, and 48% in 1998/99.

Reached WED: The proportion of full parolees released annually and reaching WED without revocation is higher than the proportion for SR (by between 11% and 16% higher) for releases during the period 1987/88 to 1991/92. This trend reverses itself in subsequent years because full parolees have longer full parole supervision periods and more are still under supervision.

Post-WED Recidivism: Offenders released on full parole in 1987/88 had a post-warrant expiry re-admission rate of 14% compared to 37% for offenders released on statutory release. As well, offenders released on full parole since 1996/97 have had a post-WED re-admission rate of less than 1% compared to statutory release which has ranged from 5% to 14% during this period. This shows that offenders released to SR are more likely to re-offend and they re-offend and return to federal institutions more quickly.

3.2.3 ANALYSIS OF SPECIAL ISSUE - ABORIGINAL OFFENDERS

This chapter has provided a great deal of statistical information on the Conditional Release program. The individual tables presented throughout the chapter provide a starting point for an assessment of the quality of conditional release decisions. However, overall quality of conditional release decisions can only be assessed through the use of multiple lines of evidence. This section will identify links and relationships between parole grant rate and outcome rate statistics for Aboriginal and non-Aboriginal offenders serving federal sentences for violent and non-violent offences over the last 5 years.

Table 109 **Source: NPB**

**PAROLE GRANT RATES for LAST 5 YEARS (1994/95 to 1998/99)
for ABORIGINAL vs. NON-ABORIGINAL OFFENDERS
SERVING FEDERAL SENTENCES for VIOLENT and NON-VIOLENT OFFENCES**

Release and Offence Type	Aboriginal Offenders			Non-Aboriginal Offenders			Variance (Aboriginal - Non-Abor.)
	Reviews	Grants	Grant Rate	Reviews	Grants	Grant Rate	
Day Parole							
Violent Offences	2,414	1,503	62.3%	14,964	9,512	63.6%	-1.3%
Non-Violent Offences	658	406	61.7%	8,105	5,788	71.4%	-9.7%
Total Day Parole	**3,072**	**1,909**	**62.1%**	**23,069**	**15,300**	**66.3%**	**-4.2%**
Full Parole							
Violent Offences	2,201	429	19.5%	13,877	3,335	24.0%	-4.5%
Non-Violent Offences	788	391	49.6%	9,305	5,843	62.8%	-13.2%
Total Full Parole	**2,989**	**820**	**27.4%**	**23,182**	**9,178**	**39.6%**	**-12.2%**

The grant rate variance between Aboriginal offenders and non-Aboriginal offenders serving sentences for violent offences over the last 5 years is very small for both day and full parole. Aboriginals with violent offences were 1.3% less likely to be granted day parole than non-Aboriginals, and 4.5% less likely to be granted full parole. In fact, over the last 3 years (from 1996/97 to 1998/99), violent Aboriginal offenders were 3.1% more likely to be granted day parole than non-Aboriginal offenders (71.3% compared to 68.2%).

The grant rate variance between Aboriginal and non-Aboriginal offenders with non-violent offences was significantly larger for both day and full parole over the last 5 years. Aboriginal offenders with non-violent offences were 9.7% less likely to be granted day parole than non-Aboriginal offenders and 13.2% less likely to be granted full parole.

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Table 110 Source: NPB SIRS

DAY PAROLE OUTCOME RATES for LAST 5 YEARS (1994/95 to 1998/99) for ABORIGINAL vs. NON-ABORIGINAL OFFENDERS SERVING FEDERAL SENTENCES for VIOLENT and NON-VIOLENT OFFENCES

Outcome	Aboriginal				Non-Aboriginal				Variance (Abor. - Non-Abor.)	
	Violent		Non-Violent		Violent		Non-Violent			
	#	%	#	%	#	%	#	%	Violent	Non-Vlt
Successful Completions	1039	75.0	244	67.6	7640	82.0	4535	82.8	-7.0	-15.2
Revocations for Breach of Conditions	258	18.6	67	18.6	1201	12.9	615	11.2	+5.7	+7.4
RECIDIVISM (Revocations with offence)										
Non-violent	61	4.4	39	10.8	310	3.3	304	5.6	+1.1	+5.2
Violent	27	1.9	11	3.0	168	1.8	22	0.4	+0.1	+2.6
Total Recidivism	**88**	**6.4**	**50**	**13.9**	**478**	**5.1**	**326**	**6.0**	**+1.3**	**+7.9**
Total Completions	**1385**	**100.0**	**361**	**100.0**	**9319**	**100.0**	**5476**	**100.0**		

Table 111 Source: NPB SIRS

FULL PAROLE OUTCOME RATES for LAST 5 YEARS (1994/95 to 1998/99) for ABORIGINAL vs. NON-ABORIGINAL OFFENDERS SERVING DETERMINATE FEDERAL SENTENCES for VIOLENT and NON-VIOLENT OFFENCES

Outcome	Aboriginal				Non-Aboriginal				Variance (Abor. - Non-Abor.)	
	Violent		Non-Violent		Violent		Non-Violent			
	#	%	#	%	#	%	#	%	Violent	Non-Vlt
Successful Completions	238	60.4	119	34.3	2499	75.2	3806	64.9	-14.8	-30.6
Revocations for Breach of Conditions	90	22.8	115	33.1	438	13.2	1146	19.6	+9.6	+13.5
RECIDIVISM (Revocations with offence)										
Non-violent	37	9.4	98	28.2	256	7.7	830	14.2	+1.7	+14.0
Violent	29	7.4	15	4.3	131	3.9	79	1.3	+3.5	+3.0
Total Recidivism	**66**	**16.8**	**113**	**32.6**	**387**	**11.6**	**909**	**15.5**	**+5.2**	**+17.1**
Total Completions	**394**	**100.0**	**347**	**100.0**	**3324**	**100.0**	**5861**	**100.0**		

The federal day and full parole outcome rate tables indicate that Aboriginal offenders were significantly less likely to successfully complete their conditional release period and more likely to recidivate than non-Aboriginal offenders over the last 5 years.

Table 110 Source: NPB SIRS

DAY PAROLE OUTCOME RATES for LAST 5 YEARS (1994/95 to 1998/99) for ABORIGINAL vs. NON-ABORIGINAL OFFENDERS SERVING FEDERAL SENTENCES for VIOLENT and NON-VIOLENT OFFENCES

Outcome	Aboriginal				Non-Aboriginal				Variance (Abor. - Non-Abor.)	
	Violent		Non-Violent		Violent		Non-Violent			
	#	%	#	%	#	%	#	%	Violent	Non-Vlt
Successful Completions	1039	75.0	244	67.6	7640	82.0	4535	82.8	-7.0	-15.2
Revocations for Breach of Conditions	258	18.6	67	18.6	1201	12.9	615	11.2	+5.7	+7.4
RECIDIVISM (Revocations with offence)										
Non-violent	61	4.4	39	10.8	310	3.3	304	5.6	+1.1	+5.2
Violent	27	1.9	11	3.0	168	1.8	22	0.4	+0.1	+2.6
Total Recidivism	**88**	**6.4**	**50**	**13.9**	**478**	**5.1**	**326**	**6.0**	**+1.3**	**+7.9**
Total Completions	**1385**	**100.0**	**361**	**100.0**	**9319**	**100.0**	**5476**	**100.0**		

Table 111 Source: NPB SIRS

FULL PAROLE OUTCOME RATES for LAST 5 YEARS (1994/95 to 1998/99) for ABORIGINAL vs. NON-ABORIGINAL OFFENDERS SERVING DETERMINATE FEDERAL SENTENCES for VIOLENT and NON-VIOLENT OFFENCES

Outcome	Aboriginal				Non-Aboriginal				Variance (Abor. - Non-Abor.)	
	Violent		Non-Violent		Violent		Non-Violent			
	#	%	#	%	#	%	#	%	Violent	Non-Vlt
Successful Completions	238	60.4	119	34.3	2499	75.2	3806	64.9	-14.8	-30.6
Revocations for Breach of Conditions	90	22.8	115	33.1	438	13.2	1146	19.6	+9.6	+13.5
RECIDIVISM (Revocations with offence)										
Non-violent	37	9.4	98	28.2	256	7.7	830	14.2	+1.7	+14.0
Violent	29	7.4	15	4.3	131	3.9	79	1.3	+3.5	+3.0
Total Recidivism	**66**	**16.8**	**113**	**32.6**	**387**	**11.6**	**909**	**15.5**	**+5.2**	**+17.1**
Total Completions	**394**	**100.0**	**347**	**100.0**	**3324**	**100.0**	**5861**	**100.0**		

The federal day and full parole outcome rate tables indicate that Aboriginal offenders were significantly less likely to successfully complete their conditional release period and more likely to recidivate than non-Aboriginal offenders over the last 5 years.

Comparison of Parole Grant Rate and Outcome Rate Statistics:

In comparing the parole grant rate tables with the parole outcome rate tables, we noted an almost uncanny resemblance between the recidivism rate variances and the grant rate variances for both violent and non-violent Aboriginal and non-Aboriginal offenders over the last 5 years.

- Aboriginal offenders with violent offences were **1.3%** less likely to be granted day parole and, when granted day parole, they were **1.3%** more likely to recidivate;

- Aboriginal offenders with violent offences were **4.5%** less likely to be granted full parole and, when granted full parole, they were **5.2%** more likely to recidivate;

- Aboriginal offenders with non-violent offences were **9.7%** less likely to be granted day parole and, when granted day parole, they were **7.9%** more likely to recidivate; and,

- Aboriginal offenders with non-violent offences were **13.2%** less likely to be granted full parole and, when granted full parole, they were **17.1%** more likely to recidivate.

As noted above, the parole grant rate variance between Aboriginal and non-Aboriginal offenders serving sentences for non-violent offences was significantly larger than the variance for offenders with violent offences. This relates to the fact that Aboriginal offenders serving sentences for non-violent offences are far more likely to recidivate violently while on conditional release than non-Aboriginals. A review of violent recidivism rates for offenders serving non-violent sentences over the last 5 years indicates that Aboriginal offenders were:

- **7.5 times more likely to recidivate violently** while on day parole than non-Aboriginal offenders (3% compared to 0.4%); and,

- **Over 3 times more likely to recidivate violently** while on full parole than non-Aboriginal offenders (4.3% compared to 1.3%).

In comparison, Aboriginal offenders serving sentences for violent offences were:

- **no more likely to recidivate violently** while on day parole than non-Aboriginal offenders (1.9% compared to 1.8%) and,

- **1.9 times more likely to recidivate violently** while on full parole than non-Aboriginal offenders (7.4% compared to 3.9%).

The findings above suggest that parole grant rates for Aboriginal offenders strongly reflect the risk factors they are presenting. The National Parole Board will monitor this situation in the future and will continue with its efforts to improve the situation for Aboriginal offenders.

3.3 INFORMATION AND SERVICE TO VICTIMS AND THE PUBLIC

The National Parole Board is responsible under the CCRA for the provision of information to victims of crime and assistance to those who wish to observe NPB hearings or to gain access to the decision registry. Effectiveness in these areas of service and support is a crucial part of the Board's efforts to be accountable to the public and to build credibility and understanding for the conditional release program.

Information to Victims:

Table 112 Source: NPB

CONTACTS with VICTIMS											
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada
	#	%	#	%	#	%	#	%	#	%	#
1994/95	558	10	312	5	3,458	62	658	12	602	11	5,588
1995/96	552	9	371	6	3,335	56	986	17	686	12	5,930
1996/97	595	9	458	7	2,955	45	1,215	19	1,302	20	6,525
1997/98	589	7	536	7	2,958	37	1,478	18	2,482	31	8,043
1998/99	596	6	554	6	3,439	35	1,855	19	3,439	35	9,883

Contacts with victims increased by 23% in 1998/99 (⇧1840 to 9883) and have risen 77% since 1994/95 (⇧4295 from 5588). The Pacific region had the largest regional increase in contacts with victims in 1998/99 at 39% (⇧957 to 3439), followed by the Prairie region ⇧26% (to 1855), Ontario ⇧16% (to 3439), Quebec ⇧3% (to 554) and the Atlantic ⇧1% (to 596). Contacts with victims have increased by 471% in the Pacific region over the last 5 years (⇧3837). The Ontario and Pacific regions accounted for 35% each of all contacts with victims in 1998/99, followed by the Prairie (19%), the Atlantic (6%) and Quebec regions (6%)

Observers at Hearings:

Table 113 Source: NPB

OBSERVERS at HEARINGS											
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada
	#	%	#	%	#	%	#	%	#	%	#
1994/95	91	17	28	5	236	43	118	23	50	10	523
1995/96	243	22	72	7	640	59	113	10	26	2	1,094
1996/97	61	9	91	13	357	52	140	20	56	6	705
1997/98	157	17	138	15	341	38	166	18	107	12	909
1998/99	135	14	145	15	416	42	133	13	157	16	986

The number of observers at hearings increased by 8% in 1998/99 (⇧77 to 986) and has increased by 40% over the last 2 years (⇧281). The Pacific region had a 47% increase in observers at hearings in 1998/99 (⇧50 to 157) followed by Ontario with a 22% increase (⇧75 to 416) and Quebec with a 5% increase (⇧7 to 145), while the Prairie region had a 20% decrease in observers at hearing (⇩33 to 133) and the Atlantic decreased by 14% (⇩22 to 135). Ontario

continues to account for the largest number of observers at hearings (42% of all observers at hearings, while the other regions account for 13% to 16% each).

Table 114 Source: NPB

HEARINGS with OBSERVERS											
Year	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada
	#	%	#	%	#	%	#	%	#	%	#
1994/95	48	13	21	6	205	56	58	16	34	9	366
1995/96	45	13	16	5	212	61	63	18	11	3	347
1996/97	54	17	48	15	116	36	72	23	30	9	320
1997/98	40	11	64	17	151	41	91	25	24	6	370
1998/99	48	10	93	20	165	36	59	13	94	20	459

The number of hearings with observers increased by 24% in 1998/99 (⇧89 to 459) after being in the 320 to 370 range over the previous 4 years. The Pacific region had a 292% increase in hearings with observers in 1998/99 (⇧70 to 94), while the Quebec region increased by 45% (⇧29 to 93), the Atlantic increased by 20% (⇧8 to 48) and Ontario increased by 9% (⇧14 to 165). The Prairie region had a 35% decrease in hearing with observers in 1998/99 (⇩32 to 59). The majority of hearings with observers continue to occur in Ontario (36%) followed by Quebec and the Pacific at 20% each.

Access to the Decision Registry:

Information about requests for access to the decision registry has two elements: the number of requests; and the number of decisions sent in response to requests.

Table 115

Source: NPB

DECISION REGISTRY REQUESTS and DECISIONS SENT											
	Atlantic		Quebec		Ontario		Prairies		Pacific		Canada
	#	%	#	%	#	%	#	%	#	%	#
1994/95											
Requests	179	31	108	19	183	32	66	11	43	7	579
Decisions Sent	175	14	108	8	433	34	87	7	477	37	1,280
1995/96											
Requests	187	24	111	14	170	23	106	14	195	25	769
Decisions Sent	186	10	111	6	489	26	239	13	830	45	1,855
1996/97											
Requests	25	4	181	27	174	26	181	26	112	17	673
Decisions Sent	138	7	197	11	384	21	272	15	858	46	1,849
1997/98											
Requests	208	21	270	28	112	12	177	18	203	21	970
Decisions Sent	245	11	249	11	346	16	510	23	836	39	2,186
1998/99											
Requests	323	28	268	23	68	6	118	10	367	32	1,144
Decisions Sent	345	12	268	9	449	15	452	15	1,480	49	2,994

The number of requests for decisions increased by 18% in 1998/99 (⇧174 to 1144) and the number of decisions sent rose by 37% (⇧808 to 2994), the highest one-year totals since the CCRA came into force in November 1992. The most significant year-over-year variation occurred in the Pacific region where the number of requests increased by 81% (⇧164 to 367 requests), while the number of decisions sent increased by 77% (⇧644 to 1480). The Pacific accounted for 49% of all decisions sent in 1998/99.

3.4 PROFESSIONAL STANDARDS AND DECISION PROCESSES

This section provides information on the Board's activities in relation to professional standards and development of Board members, diversity issues, and audits and investigations.

PROFESSIONAL STANDARDS AND DEVELOPMENT PROGRAM

Board members bring diverse backgrounds, with skills, experiences and knowledge of the criminal justice system and conditional release process to the National Parole Board. The Board is obliged to provide members with the training necessary to carry out their responsibilities and to apply the legislation and policies in a fair and equitable manner. When members are first appointed there is an intensive in-house three week orientation program, followed by one-on-one on-the-job coaching. Seventeen new members completed this orientation training during fiscal year 1998/99.

In addition to the initial training, the Board provides developmental sessions to keep members abreast of: legislation, policy and/or procedural changes; developments resulting from recent research and/or program evaluations; as well as development of a greater understanding of the diverse cultures represented across Canada. In 1998/99 the regions held workshops covering such topics as: decision documentation, interviewing skills, female offenders, victims' concerns, family violence and risk management, sex offenders' risk assessment and treatment, Aboriginal cultural awareness, and cultural awareness of various diverse communities in Canada.

During 1998/99, the Professional Standards and Development Division also produced a Trainers' Manual for delivery of the Board member orientation program and widely distributed the National Parole Board Members' Professional Standards Guide, which consolidates documents relevant to the professional standards and development of Board members. This guide sets out the standards and values that members must respect; and defines the level of professionalism expected of members.

DIVERSITY ISSUES

The position of Manager, Diversity Issues was created in September 1998 with the mandate to address Aboriginal, women, ethno-cultural, and visible minority issues within the context of the Board. Primary responsibilities include: provision of advice, assistance and support to Board executive and departmental managers on issues pertaining to conditional release and diversity; and, liaison/consultation services to partners, stakeholders and Aboriginal, ethno-cultural and visible minority communities.

During the fiscal year 1998/99 Diversity Issues organized the first meeting of all Aboriginal Board members and staff. The meeting provided the opportunity for participants to provide input into the direction required by the Board in terms of Aboriginal people.

The Manager, Diversity Issues also coordinates, along with an internal committee, activities specific to the Board's Aboriginal Community Corrections Initiative. The goal of this initiative is to develop innovative conditional release decision models which address the unique needs and

circumstances of Aboriginal offenders and Aboriginal communities. The Committee's efforts in 1998/99 focused on ensuring that projects undertaken will provide tangible results which allow the Board to meet its objectives for the initiative, with the main emphasis being on the implementation of Elder-assisted hearings across the regions.

AUDITS AND INVESTIGATIONS

The Audits and Investigations unit contributes to the Board's accountability and professionalism by evaluating the quality of its conditional release decisions. This is done by conducting case audits and by participating in regional or national Boards of Investigation. The quality of conditional release decisions is measured by considering compliance with the CCRA, Board policy and procedures, and thoroughness and accuracy in risk assessment. The purpose is to identify good and bad practices in the decision-making process, and to find ways to improve the accuracy of risk assessment.

This unit conducts case audits into selective incidents where offenders on conditional release seriously harmed someone from the community, and on specific issues of concern to the National Parole Board. During 1998/99 the unit completed 7 regular case audits and started work on cases audits on revocation cases and on decision criteria for female offenders.

The unit also supports and manages Boards of Investigation onto incidents where offenders on conditional release have killed someone from the community. Boards of Investigation have 3 members: a representative from the community who acts as the Chairperson; a representative from CSC and a representative from NPB. The Board of Investigation conducts an in-depth review of file documentation and hearing tapes and does on-site interviews with those involved in the release and supervision of the offender. Six national and 1 regional investigations were completed during 1998/99 and 3 are ongoing.

The main findings of case audits and investigations often include comment on issues such as: poor quality of offender information (i.e., lack of crucial information on previous criminal behaviour and previous conditional release, lack of corroboration with reliable collateral sources, over-reliance on self-reported information); insufficient weight given to historical factors and to negative psychological and/or psychiatric evaluations; insufficient knowledge of details of release plans and the unfeasibility of monitoring certain release conditions.

3.5 COMMUNICATIONS

The National Parole Board continues to pursue opportunities to increase public awareness, understanding and support for parole and conditional release. The Board's communications strategy is based on openness, transparency and accountability. Its strategic communications goals are to:

- Demonstrate to Canadians that parole works; that it is an effective tool in contributing to public safety;
- Be proactive with the media; being responsive to their deadlines and their information needs;
- Work with our partners in corrections and criminal justice (including police, the Correctional Service and private agencies), seeking their support for our messages; and,
- Seek opportunities for citizen engagement and to speak directly to various groups in the community.

The National Parole Board has carried out a number of communications activities over the last year in support of our strategic goals.

- A centenary logo contest was held between July and October of 1998 to commemorate the 100th anniversary of conditional release in Canada. A total of 122 designs were submitted by people from all walks of life and a winning design selected. The logo will be displayed on posters, letterhead, pamphlets and publications of NPB, CSC and various criminal justice partners who have expressed interest.

  It was on August 11, 1899, that the Government of Canada passed the *"Ticket of Leave Act"* into law, introducing the concept of releasing offenders into the community under supervision before their sentences had ended. The *Ticket of Leave Act* remained in effect for sixty years. It was replaced by the *Parole Act* on February 15, 1959, creating the National Parole Board as an independent, parole decision-making tribunal. 1999, therefore, also marks the 40th anniversary of the National Parole Board. The Board is capitalising on the centenary of conditional release in Canada and the 40th anniversary of the National Parole Board as a unique opportunity to inform and educate Canadians about the parole system and parole decision-making process.

- The Chairman of the National Parole Board continued to conduct editorial board meetings with major newspapers and interviews on various radio and television programs across Canada to explain how parole works and also to discuss the centenary of parole in Canada. The resulting media coverage from these meeting has been favourable. These meetings will continue in the coming year and will also include visits to criminal justice groups and community service clubs.

- In the Fall of 1998, the Parole Board participated in a joint initiative with the Correctional Service of Canada and the Department of the Solicitor General Canada in producing and publishing full-page articles in News Canada, a publication aimed at community newspapers across Canada. The inserts have been reprinted as a stand-alone publication that is available free of charge from the Communications Division of the National Parole Board.

- In December of 1998, the National Parole Board participated in the production and airing on the CTV Network of a program entitled, *A Test of Justice*, a one-hour television drama which is based on the true story of a former offender, how he got into trouble with the law, his arrest and trial, his imprisonment and his release on parole.

- The Communications Division also published a booklet entitled, *2000 and Beyond: The National Parole Board Vision and Strategic Plan.* This booklet lays out NPB's vision and strategic direction into the next millennium. It is available free of charge from the Communications Division of the National Parole Board.

Regional staff and Board members also contribute to the Board's communications strategy by:

- Participating in various interdepartmental meetings and workshops such as the criminal justice Interlinkages meetings, which address issues of concern across departments and foster effective and efficient working relationships, and victims advisory committees.

- Providing presentations to educational and criminal justice organizations and institutions (including universities, community colleges and secondary schools, and police colleges, parole offices and correctional institutions), to help them better understand the role of the Board.

- Making it as easy as possible for victim and public observers to attended at parole hearings.

The Public Education efforts of the Board during the past year have led to a better public understanding of the National Parole Board and conditional release. This is evidenced by some measurable results:

- Increase in positive and more balanced media reporting;

- A decline in inaccurate media coverage when reporting on parole;

- More reflective and accurate reporting;

- Ongoing partnerships with police in providing information and training for new recruits;

- A decrease in the number of questions raised in the House of Commons concerning specific parole decisions;

- More speaking engagements by Board members and staff to various public audiences, colleges and universities and service clubs.

4. PARDONS AND CLEMENCY

The Pardons and Clemency program involves the review of applications and the issuing of pardons, and the rendering of pardon decisions and clemency recommendations. The next few pages will provide further information on the purpose of pardons and clemency, and on their workloads.

4.1 PARDON PROGRAM

The *Criminal Records Act (CRA)* was originally created in 1970 to ease, through the granting of a pardon, the stigma of a criminal record for those offenders who demonstrate over an appropriate number of years that they can lead crime free lives. A pardon is a formal attempt to remove a stigma for people found guilty of a federal offence who, having satisfied the sentence imposed and a specified waiting period, have shown themselves to be responsible citizens.

Pardon Applications Received and Accepted:

The number of pardon applications received annually has a direct impact on the work environment for the pardons program, particularly when annual application volumes exceed processing capacity and backlogs develop.

Table 116 Source: NPB CAPS

PARDON APPLICATIONS RECEIVED and ACCEPTED by YEAR						
Applications	**93/94**	**94/95**	**95/96**	**96/97**	**97/98**	**98/99**
Received	28,999	30,111	22,749	22,203	21,012	22,157
Accepted	17,565	21,218	15,040	14,682	8,567	12,192
% Accepted	61%	70%	66%	66%	41%	55%

The number of pardon applications received increased by 5% in 1998/99 (⇧1,145 to 22,157). Annual pardon applications are 26% below their peak of 30,111 in 1994/95, the year before the $50 pardon services fee was implemented. Other factors influencing application volumes include:

- Public awareness of the pardon program - The Board does not publicize the pardon program. When the program is mentioned in a speech, however, pardon applications generally increase in the short term.
- Perceived need for / utility of a pardon - The perceived usefulness of a pardon for employment, travel, etc.
- Value - The usefulness of a pardon, the efficiency of the pardons process (i.e. process time), and the amount of the fee charged for a pardon combine to create a perceived value of a pardon for potential applicants.
- Level of effort required from applicants - As a result of pardon policy changes in April 1997 applicants are now required to get a Local Police Records Check form completed and to obtain proof that all court imposed fines, restitution and compensation orders have been paid in full. This requires more effort and impacts on the perceived value of the pardon.

The number of applications accepted increased 42% in 1998/99 (⇧3625 to 12,192) and the proportion of applications accepted to applications received increased to 55% (⇧14% from 41%). This increase probably indicates that clients have grown accustomed to the policy changes that were implemented in April 1997 and thus fewer applications have to be returned because of missing documentation.

Although applications that are not accepted are not processed in their entirety, they do still involve work (to review and verify acceptability) and costs (e.g. salaries and postage). It is therefore in the interest of the pardons program to reduce the number of unacceptabie applications. Furthermore, cheques for payment of the pardon service fee are not cashed until the application is accepted.

Decision Trends:

Pardons are either granted or issued, depending on the nature of the offence. Currently, NPB grants pardons in cases involving:

- Hybrid offences, that is, offences that could have been dealt with summarily or through indictment, and indictable offences not on the serious crime list;
- Offences on the serious crime list for which a ten year period has elapsed since satisfaction of sentence; and
- Offences on the serious crime list for which the sentence was satisfied within the last ten years.

Pardons are issued in cases involving summary convictions only.

Table 117

Source: NPB CAPS

PARDONS GRANTED/ISSUED and DENIED by YEAR										
Decision	**1994/95**		**1995/96**		**1996/97**		**1997/98**		**1998/99**	
	#	**%**	**#**	**%**	**#**	**%**	**#**	**%**	**#**	**%**
Granted	18,668	77	11,012	69	12,566	71	4,873	62	3,594	65
Issued	5,227	22	4,389	30	4963	28	2,760	35	1,882	34
Sub-Total	**23,895**	**99**	**15,401**	**99**	**17,529**	**99**	**7,633**	**98**	**5,476**	**99**
Denied	228	1	172	1	184	1	180	2	52	1
Total	**24,123**	**100**	**15,573**	**100**	**17,713**	**100**	**7,813**	**100**	**5,528**	**100**

The grant/issue rate for pardons was 99% in 1998/99. It has been around 99% for at least the last 7 years. Pardons were granted in 65% of all pardon decisions made in 1998/99, while 34% of pardons were issued and 1% of pardons were denied.

Decision Outcomes:

Table 118 Sources: NPB CAPS and RCMP

PARDONS REVOKED by YEAR						
	1993/94	1994/95	1995/96	1996/97	1997/98	1998/99
Pardons Revoked By NPB	317	269	416	498	401	409
Cease to Exist	406	493	673	774	265	275
Total	**723**	**762**	**1089**	**1272**	**666**	**684**

The number of pardons that were revoked by the Board and that ceased to exist both increased slightly in 1998/99 (revoked ⇧8 to 409 and ceased to exist ⇧10 to 275). The number of pardons that ceased to exist is down 64% (⇩499) from its 1996/97 high of 774.

Table 119 Source: NPB CAPS

PARDON REVOCATION/CESSATION RATE				
Year	Cumulative Pardons Granted/Issued to Date	Pardons Revoked / Ceased during the Year	Cumulative Pardons Revoked/Ceased	Cumulative Revocation/Cessation Rate (%) [1]
1993/94	170,321	723	2,257	1.33
1994/95	194,216	762	3,019	1.55
1995/96	209,617	1,089	4,108	1.96
1996/97	227,146	1,272	5,380	2.37
1997/98	234,779	666	6,046	2.58
1998/99	240,255	684	6,730	2.80

[1] The cumulative revocation/cessation rate is calculated by dividing the cumulative pardons revoked/ceased by the cumulative pardons granted/issued to date.

The cumulative pardon revocation/cessation rate increased slightly in 1998/99 (from 2.58% to 2.80%). Over the last 6 years the revocation rate has increased from 1.3% to 2.8%, with increases occurring after amendment of the Criminal Records Act, in 1992/93, to include two categories of revocation. The first involves offences after receipt of a pardon that the court dealt with summarily, or which could have been dealt with summarily. The Board reviews these cases to assess risk and determine the need to revoke. The second involves automatic revocation following an indictable offence. For this category, the RCMP notifies the Board of the offence and that the pardon has ceased to exist. Even with the recent pardon revocation rate increases the rate remains low and demonstrates that most people remain crime free after receipt of a pardon.

Service and Productivity:

The key aspect of service to pardon applicants is timeliness of processing. Many factors influence the efficiency of this process including: volume of applications; eligibility of applicants; completeness of applications; and the level of investigation required to support decision-making.

Table 120 Source: NPB CAPS

AVERAGE PROCESSING TIMES for PARDON APPLICATIONS ACCEPTED						
	1993/94	1994/95	1995/96	1996/97	1997/98	1998/99
Total Applications Received	28,999	30,111	22,749	22,203	21,012	22,157
Applications Accepted	17,565	21,218	15,040	14,682	8,567	12,192
Cases Processed	21,217	25,502	16,981	19,269	8,948	6,702
Average Processing Time	8 mths	7 mths	7 mths	7 mths	6 mths	11 mths

The average processing time reached 11 months in 1998/99, up from 6 months in 1997/98. A significant part of this increase is a result of cuts in staffing and delays in setting up the new Pardon Application Decision System (PADS). The PADS system is now expected to be operational by the Fall of 2000.

4.2 CLEMENCY PROGRAM

The clemency provisions of the Royal Prerogative of Mercy and those contained in the *Criminal Code* are used in exceptional circumstances where no other remedy exists in law to reduce exceptionally negative effects of criminal sanctions.

Table 121 Source: NPB

ROYAL PREROGATIVE OF MERCY REQUESTS							
	Up to 1993	1994	1995	1996	1997	1998	Total
Requests	317	28	61	44	32	44	526
Granted	119	6	3	11	6	14	159
Denied	70	2	4	7	8	2	93
Discontinued	125	21	35	38	33	34	286

Note: The number of requests is 6 short of the number of granted, denied and discontinued as a result of requests having gone missing when the program was transferred from the Department of Justice in 1980. Also, please note that these numbers are provided on a calendar year basis.

The clemency program received 44 requests in 1998/99 and granted clemency in 14 cases. 12 of the requests were for conditional pardons under the Royal Prerogative of Mercy (RPM) that would have normally been dealt with through the pardon program. These are cases where pardon applicants were required to show proof of payment of court fees, fines, etc., which were not available because of an administrative practice of some courts of writing off the balance of a fine if the amount owing falls within certain guidelines. These individuals were thus not able to show proof of payment and were ineligible for a pardon so they requested consideration under the RPM. Of these 12 requests, 10 were granted and 2 were discontinued for lack of information.

The Royal Prerogative of Mercy has been granted in about 19% of cases over the last 5 years, and denied about 11% of the time. This compares with a grant rate of 30% since 1970 and a deny rate of 18%. The majority of requests are discontinued because of a lack of information with no decision having been taken.

5. CORPORATE MANAGEMENT

Corporate Management provides support to the Board's main business lines (conditional release and pardons and clemency). It includes the development of the planning and accountability framework and a range of corporate services in the areas of finance, human resources, administration, security and information technology.

The major influences on Corporate Management activities in 1998/99 were:

- Pressures for effective use of technology;
- Demands for more effective strategic and operational planning and performance monitoring;
- Response to emerging priorities in the conditional release and pardons business lines.

Key initiatives and achievements in 1998/99 included:

- Effective response to issues related to Y2K and technology:
  - Finalized the Board's Y2K Contingency Plan and ensured that Board systems are Y2K compliant;
  - Designed and managed a large technology procurement project and participated directly with upgrades to regional technology;

- Continuing efforts to improve service, streamline operations and control costs:
  - Adjusted the Board's Resource Allocation Methodology and implemented new budgets to ensure that expenditures are allocated to the programs they most directly support;
  - Began implementation of the government's new Financial Information Strategy (Modernization of Comptrollership), which will significantly change to the federal government's financial reporting and management accounting practices;

- Strategies to ensure a competent, well trained and motivated workforce:
  - Completed required steps for implementation of the new Universal Classification System Project;
  - Developed a new Human Resource Plan which includes La Relève considerations;
  - Developed a new Employment Equity Plan to ensure that the Board has a diversified staff that reflects the community it serves. The Canadian Human Rights Commission has also approved this plan.
  - Developed new human resource policies for Training and Development, Rewards and Recognition, and Performance Evaluation;

Endnotes

GENERAL NOTES:

Data and information for this report came from numerous sources:

- Conditional release data was extracted from SIRS, OMS and EIS.
- The Clemency and Investigations Division provided pardon and clemency information.
- Financial information was provided by Financial Services.
- The Human Resources Division provided human resources information on staff and the Chairman's Office provided information on Board members.

Minor variances may occur when presenting percentage statistics, as a result of rounding.

THE OPERATING ENVIRONMENT OF THE BOARD

[1] Other *Criminal Code* crimes include mischief, prostitution, arson, bail violations, disturbing the peace, etc.

[2] Canadian Centre for Justice Statistics, *Juristat: Canadian Crime Statistics, 1998, Vol. 19, No. 9.*

[3] Environics Research Group, *Focus Canada 98-1*, Environics' Focus on Crime and Justice National Opinion Survey

[4] Robert Hann and Associates Limited, *Report of a National Survey on Organized Crime and Corrections in Canada* (Ministry of the Solicitor General of Canada, December 1998), p. i.

[5] Robert Hann and Associates Limited, p. 13-14.

CONDITIONAL RELEASE - PROGRAM DELIVERY CONTEXT

[6] The definitions used to report offender population information have changed from previous years. The National Parole Board and the Correctional Service of Canada have agreed on the following definitions for the reporting of offender population information to ensure consistency in reporting to public:

- Incarcerated includes: federal offenders in penitentiaries and in provincial facilities, those housed as inmates in Community Correctional Centres (as distinguished from conditionally released offenders), and those temporarily absent from the institution on some form of temporary release (Temporary Absence or Work Releases).
- Conditional Release includes: those federal offenders conditionally released on day parole, full parole, and statutory release, including those paroled for deportation and temporary detainees whether detained in a penitentiary or a provincial jail.
- Excluded from the populations are escapees, those on bail and those who are UAL from supervision. Exclusions for the most recent year are provided under the table.

[7] Table 12 provides information on the type of release the offender had on leaving the institution. Thus, in cases where the period of supervision is continuous, only the first release is counted.

(i.e., When an offender is released on day parole, they are not counted as another release when they graduate to full parole.)

[8] Table 16 provides information on the number of offenders that graduated from day parole to full parole or statutory release during the fiscal year.

CONDITIONAL RELEASE - PERFORMANCE INFORMATION

[9] Temporary absences (TAs) are used for several purposes, such as: medical, compassionate and personal development for rehabilitation. Under the CCRA the National Parole Board has authority for granting unescorted temporary absences (UTAs) to offenders serving: a life sentence for murder; an indeterminate sentence; or, a determinate sentence for an offence set out in schedule I or II. CSC has authority for all other UTAs and all escorted temporary absences (ETAs). The CCRA also allows the Board to delegate its UTA authority to the Commissioner of CSC or the institutional head. This has been done for all scheduled offences, except where the schedule I offence resulted in serious harm to the victim, or is a sexual offence involving a child. As well, NPB approval or recommendation is required for some ETAs for offenders serving life or indeterminate sentences.

[10] Includes only temporary absence reviews in which the Board makes a decision to grant or deny the absence.

[11] Provides information on day parole pre-release reviews in which a decision was made to grant or deny day parole, except APRI not-directed.

[12] Excludes those serving indeterminate sentences.

[13] Includes only those pre-release reviews in which the Board made a decision to grant or deny day parole.

[14] Includes only full parole reviews in which a decision was made to grant or deny full parole except APRI not-directed.

[15] Excludes those serving indeterminate sentences.

[16] Includes only those pre-release reviews in which the Board made a decision to grant or deny full parole.

[17] Information on residency conditions prolonged is not available for 1994/95. Prolonged cases are included in Imposed cases for 1994/95.

[18] The detention referral rate is the proportion of detention referrals to the number of offenders entitled to statutory release (i.e. reaching SR eligibility date) during a given period.

[19] Offenders Entitled to Statutory Release = number of offenders released on statutory release + number of offenders detained.

[20] For supervision periods that ended between April 1, 1994 and March 31, 1999.

[21] Day Parole - APR was implemented on July 3, 1997.

[22] The average length of supervision period for federal full parole excludes indeterminate offenders because the only way that they can successfully complete full parole is by dying. The inclusion of indeterminate offenders would increase the average supervision period length of regular full parole by 3.7 months (to 32.6 months) and all full parole by 2.5 months (to 26.7 months).

[23] In reviewing the Outcome rates for Conditional Release tables, note that the number of revocations with violent offence figure will often fluctuate higher during the 12 to 18 months after a fiscal year ends because charges for violent offences often take that long to proceed

through the courts. Recidivism rates are adjusted when offenders are convicted for a new offence that occurred during their release period.

[24] Conditional release periods can also end by becoming inoperative, however, the Outcome Rates for Conditional Release tables exclude release periods that end with a supervision inoperative because it is not a reflection of behaviour on conditional release. Supervision periods become inoperative when an offender is returned to the institution because they are no longer eligible for release. An example of this would be when an offender has time added to his sentence as a result of a new conviction for offences committed prior to admission. If the offender is no longer eligible for parole as a result of the additional time the supervision period becomes inoperative.

[25] Successful completions includes "Other" completions such as death.

[26] Violent offences are Schedule I offences and Murder, while non-violent offences are schedule II and non-schedule offences.

[27] The Outcomes for all federal full parole with determinate sentence by offence of conviction table for 1998/99 does not include one offender that is serving a determinate sentence for a murder 1 conviction. This offender transferred in from a foreign country and appears to be serving the sentence handed down by the country.

[28] In some exceptional cases indeterminate offenders do complete their supervision periods. An offender serving an indeterminate sentence could for example be granted a Royal Prerogative of Mercy. Indeterminate sentences for offenders on full parole were recorded as completed in 3 cases between April 1, 1994 and March 31, 1999. In one case the conviction was quashed while the reasons for the other two cases are not known at this time.

[29] Total revocations during period is the number of revocations for breach of conditions, plus revocations with non-violent and violent offence.

[30] Total recidivism is the number of revocations with non-violent and violent offence.

[31] Total Releases denotes the number of full parole supervision periods that began in the given year.

[32] Other includes: UAL, deceased and discharged.

[33] Total Releases denotes the number of statutory release supervision periods that began in the given year.

[34] Other includes: UAL, deceased and discharged.